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Twenty-five Years of Growing

ALLEN T. BURNS

Dear Billy Cogswell: a Symposium

AUSTIN H. MacCORMICK, ELEANOR T. GLUECK, WINTHROP D. LANE, SANFORD BATES, ELEANOR WEMBRIDGE, JAMES E. WEST AND OTHERS

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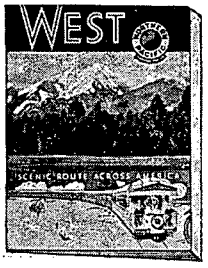

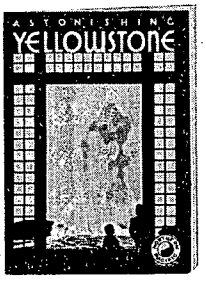

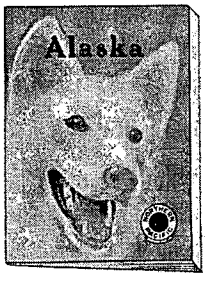

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APRIL 1938 **CONTENTS** VOL. LXXIV No. 4

Mary Kingsbury Simkhovitch.....PAINTING BY LEOPOLD SEYFFERT FRONTISPIECE

"The Past Is Prologue".....WILLIAM HODSON 99

Twenty-five Years of Growing.....ALLEN T. BURNS 101

"Oh, Those Nurses!".....KATHRYN CLOSE 102

A World Safe for Mothers.....THOMAS PARRAN, M.D. 104

The Education of an Examiner.....MARIE DRESDEN LANE 105

Dear Billy Cogswell: A Symposium..... 108
A. H. MACCORMICK, LEONARD W. MAYO, ELEANOR T. GLUECK, ELEANOR R. WEMBRIDGE, JESSIE TAFT, SANFORD BATES, ALBERT B. HINES, JAMES E. WEST, WINTHROP D. LANE

German Emigrés Help Each Other.....TONI STOLPER 111

The Common Welfare..... 112

The Social Front..... 114
Relief • Public Assistance • Public Welfare • Against Crime • Schools and Education • Compensation • The Public's Health • Citizen Service • Professional • People and Things

Readers Write..... 123

Book Reviews..... 124

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The ANNIVERSARY ISSUE *of* SURVEY Midmonthly

IN THE MAY ISSUE *Survey Midmonthly* will depart from its usual size and arrangement to mark the twenty-fifth year of Survey Associates and its own fifteenth year as a monthly publication. This special double size, illustrated issue will focus on social work as it finds itself today—on the firing line of social advance, with changes in process which condition the functioning of all social work, with new "fronts" taking form.

As a curtain raiser, Paul Kellogg will write on how we got the way we are; the things we have fought for and the climate in which we fought.

As interpreters of some of the "hot spots" of social work, the editors have enlisted men and women close in to areas where change has overtaken growth and generated heat:

THE CLIENT COMES OUT OF HIS PIGEON HOLE by Charles F. Ernst, *director, Washington State Department of Social Security.* Organized and articulate, the clients demand a share in shaping the services from which they benefit.

SOCIAL WORK AND POLITICS by William Haber, *recently administrator, Michigan State Emergency Welfare Relief Commission.* Social work, no longer the concern of the contributing classes but of the masses, is subject to the realities of our politically organized way of public service.

SOCIAL ACTION by Helen Hall, *president, National Federation of Settlements and administrator, Henry Street Settlement, New York.* The renewed emergence of the drive for social action and its implications for board member, social worker and client relationships.

WHOSE JOB IS WHAT? by David C. Adie, *commissioner, New York State Department of Social Welfare.* Administrative relationships which condition the functioning of the whole system of public welfare and security.

SOCIAL INSURANCES by Ewan Clague, *director, Bureau of Research and Statistics, Social Security Board.* The impact of the social security act on the public's concept of social welfare and its implications for social work and social workers.

MEDICAL CARE—BUT HOW? by Gertrude Sturges, M.D., *consultant, American Public Welfare Association.* The confusions of responsibility and authority in the present facilities for medical care of persons unable to pay for it.

NEIGHBORS IN PURPOSE by Helen Cody Baker, *Council of Social Agencies, Chicago.* The mental neighborhood of social work where dwell organizations alike only in their sincerity and conviction.

THE PARTICIPATING PUBLIC by Sidney Hollander, *Baltimore business man and board member.* The areas of uncertainty, impatience and confidence of the socially minded taxpayer and private contributor.

MISS BAILEY SAYS: "NOW WHEN THESE SOCIAL WORKERS GET THEIR GROWTH . . ." by Gertrude Springer. The strains and pressures of the past five years on an adolescent profession.

OBSERVATIONS OF AN INNOCENT BYSTANDER by Margaret Farlow. Off the record moments with retired volunteers. Comment by Eleanor Roosevelt, Evelyn K. Davis and others.

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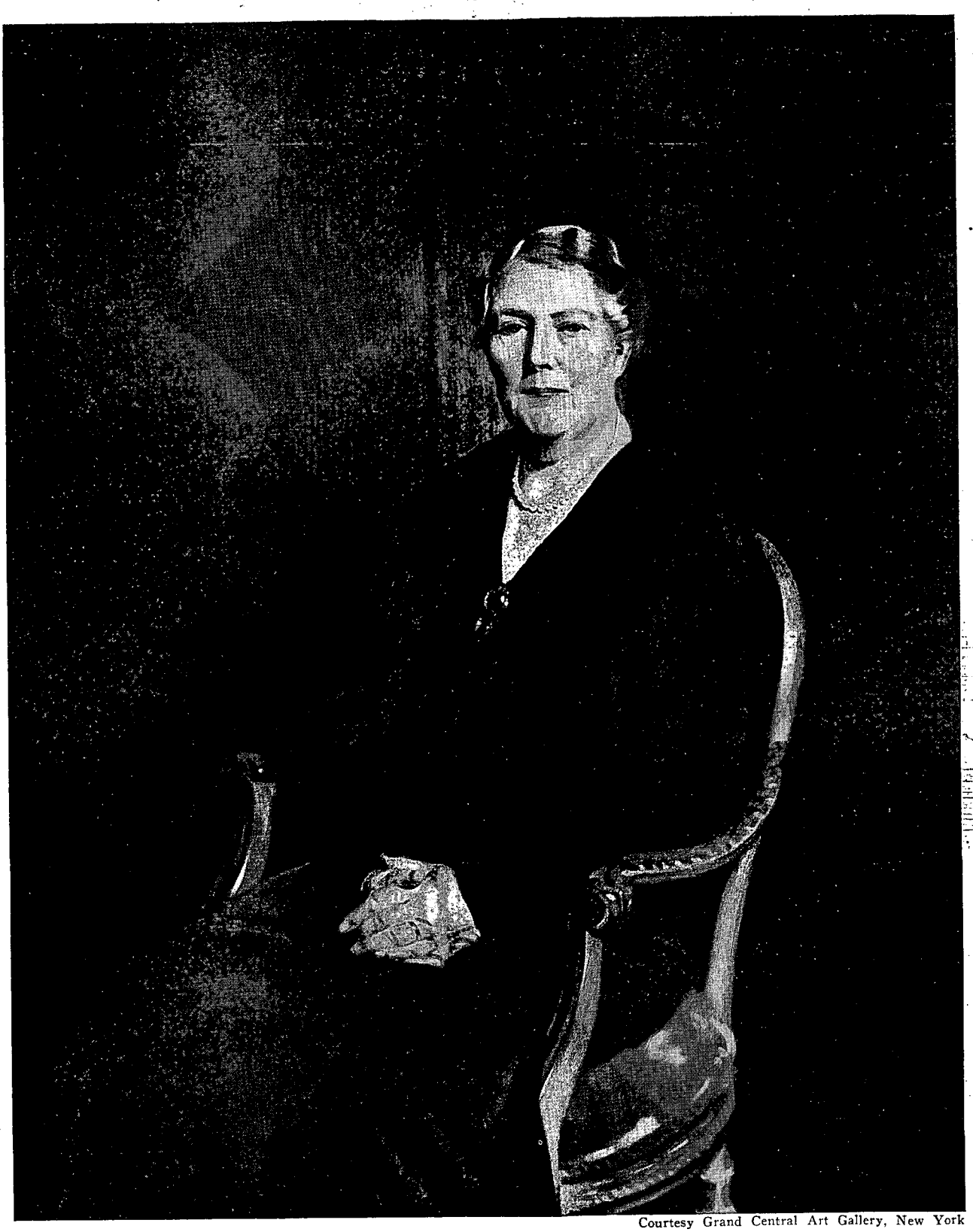

Courtesy Grand Central Art Gallery, New York

MARY KINGSBURY SIMKHOVITCH
Portrait by Leopold Seyffert

Greetings to a life-long Good Neighbor, on the occasion of the publication of her book, Neighborhood. The warm philosophy and kindly humor of the founder and director of Greenwich House permeates every sentence of this story of the beginnings and development of the famous settlement. Mr. Seyffert's beautiful portrait was presented to the House last May, in honor of its thirty-fifth anniversary, by a group of old friends, club members and former residents.

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SURVEY MIDMONTHLY

APRIL 1938 VOL. LXXIV NO. 4

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"The Past Is Prologue"

By WILLIAM HODSON

Commissioner, Department of Welfare, New York City

EVERY welfare department has the same job to do, namely, to provide purchasing power for those who have none. In tackling this job, public welfare officials have the same basic problems. They need more money to provide relief for a constantly increasing number of families and more staff to give these families proper attention. The public is sometimes confused, sometimes resentful, but at all times uninformed about the nature of the problem of unemployment and the character of the assistance given those who are without resources; this increases the difficulty of getting the proper kind of community cooperation. The growth and gradual maturing of employe associations and unions require considered readjustments and afford new opportunities for progressive action in the area of the employer-employe relationship in public employment. The organized unemployed are becoming more articulate in their protest; both the organization and the protest need to be studied and understood. The approach of these groups to public officials calls for new procedures. On the organizational side, the partnership of local, state and federal government is still in its infancy, and sharp growing pains are being felt. The distinction between administration and supervision is easier to state than to apply and the proper balance between delegation of authority and adequate oversight calls for a judicious handling of the scales. However, it is not the purpose of this article to go into all these questions. I have dealt with some of them elsewhere, and constructively, I hope. I want to present here some special phases of New York City experience, with the thought that the trends here, both general and specific, will be found to have parallels in other places.

First, a word about the general relief picture in New York City. Most discussions of relief these days seem to be in terms of millions—millions under care and millions of dollars spent to provide it. Necessary as these mass figures are, they make it increasingly hard to keep in mind the human realities which lie behind them, and which alone are important. With apologies, let me cite a few statistics.

I have compared the month of February in each year from 1934 to 1938, inclusive. Taking the total families on both direct and work relief, we find a sharp rise in 1935 over 1934 and in 1936 over 1935. The increase from 1934 to 1936 was 35 percent. As the effect of improved business conditions was felt in 1936 there was a substantial drop resulting in a February 1937 case load that was 16 percent lower than that of February 1936. February 1938 was 6 percent lower than the same month in 1937. However, the Home Relief figures, when considered separately, reflect the recent downward trend in business because the case load for February 1938 is 9 percent higher than in 1937. This is shown further by a large increase in applications this year over last. At present, our applications run about 28,000 per month as compared with 18,372 in February 1937. We accept about 3300 additional families each week with a weekly closing rate (exclusive of closings to WPA and unemployment insurance) of about 1350. As would be expected, home relief is a sensitive index of employment and business conditions. Declining employment means immediately rising case loads. Thus, after four years of limited recovery and recession we have more families on work and direct relief in February 1938 than we had in February 1934, and we are spending more for relief—a little more than $18 million in February this year, a little less than $16 million in February 1934. If this merely reflected more adequate care for the people in need, the situation would not be alarming. If, on the other hand, it reflects inability to improve industrial conditions for more than short periods of time with a general downward trend, the seriousness of the problem cannot be overstated.

HOW long do people remain on relief? A recent study of a random sample of our relief families gives some clues to the proportion of our case load that is likely to remain permanently on relief. No doubt the workers in these families are victims of technological development, and the new physical and age requirements of modern industry, as well as of disease and accident. Families to the number of 3540 receiving relief in January 1937 were chosen for analysis; some of these families had come on relief as early as 1930, some as late as January 1937. Some of them had been on relief continuously since their first acceptance, others had been on and off. Of the total of 3540 receiving relief in January 1937, 2202 had been accepted in 1934 or before. Of this number 1130, or 51 percent had remained on relief continuously, some had been with us for seven years, others for two years, depending upon the date when they were

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first accepted. The other 49 percent had been on and off one or more times, but had returned and were active cases as of January 1937. This study, of course, takes no account of those who left our rolls and never came back. It would be illuminating to know how these families fared and what elements in them or in their environment made continued self-support possible.

IN about one third of the families studied, no member of the family had been employed for six months or more prior to the date of application for relief. Evidently they had maintained themselves with the aid of friends and relatives or on past savings or credit.

It frequently has been said, with considerable justice, that we do not know enough about our people and particularly about their employability. A recent occupational classification of our workers has shed some light on that subject. The length of time people stay on relief is obviously related directly to the supply of available jobs and the ability of our workers to accept and hold jobs. As of January 1938 there were 561,000 people in the families under our care. Of these 222,000 were children under sixteen (about 40 percent of the total) and another 75,000 were homemakers or housewives who ordinarily would not be available for outside employment. It was estimated that there were 150,000 persons over sixteen years of age (exclusive of homemakers and housewives) who were physically and mentally able to do some kind of work. This information is superficial and while it has value we need much more extensive study of individuals than has yet been possible to determine what proportion of the physically and mentally normal workers are really potential job holders in a competitive market, which has outmoded many skills and which rejects older workers and makes new and different demands upon its workers than those to which they were accustomed in the past. We do know that about 20 percent of our adults are permanently disabled and in all probability never will work again. If you add the number who are temporarily disabled, there would be 24 percent of our workers incapable of work at any given period of time.

The census of occupations of 1930 shows that 45.8 percent of the total population of New York City supported the rest of the population by gainful employment. Our analysis of relief families indicates that 34.1 percent of the total relief population are capable of supporting the balance of those on relief. However, the terms "employable" and "unemployable" are vague and are variously applied. A man may be employable in the sense that he can do some kind of work, but he may remain unemployed because there are more capable people in search of the available jobs. What we have to remember is that when there is a rise in employment the most efficient of the workers on relief will be employed first. In boom times, when there is a real scarcity of labor, the less efficient and marginal workers gradually will be taken on, but they will be the first to be dropped as recession occurs. Always there will be a considerable number willing and able to work who never will be employed again for various reasons, including age and the fact that their skills are no longer marketable and they cannot acquire new ones. It is a tragedy to brand people as unemployable because they are unemployed.

A frequent criticism levelled at relief is that it provides some families with more money in the form of relief allowances over the period of a year than the family could earn in wages in that same period. Why this fact, for unfortunately it is a fact in many cases, should be regarded as a reprehensible relief practice instead of tragic commentary on the state of certain industries, is beyond my comprehension. Obviously, relief budgets provide a mere subsistence. The wages of many workers in certain industries provide less than a subsistence and public welfare authorities have had to accept the doubtful policy of supplementation in order to prevent hardship. A study of some 5934 employed persons for whose families we provided supplementary relief showed that the median wage for men in jobs where there were no tips was $6.01 per week, for women $4.81. Only 25 percent of the men and 21 percent of the women earned over $10 per week. These were not all part time workers; nearly half of the men and more than a third of the women worked thirty-six hours or more per week; more than half were heads of families and over 116 were under twenty years of age. We found the usual correlation of low wages and long hours in nearly every type of industrial occupation.

WILL unemployment compensation reduce the relief rolls? Not much, so far as those now on relief are concerned. This seems to be the universal experience. In New York less than 5000 workers on the relief rolls have been affected by unemployment insurance. This number may increase by several thousand. We have dropped about 3510 families because their unemployment insurance benefits were sufficient to provide for their care temporarily and in 1481 cases we have been able to reduce the amount of relief but we are still supplementing the benefits. It may possibly turn out that we will have to supplement as many workers whose benefits are inadequate as we are able to close out entirely because insurance meets their present needs. Many of our workers have had no employment at all and are, therefore, not eligible for benefits. Others have had short periods of work and so are entitled to small benefits for short periods. I understand that English experience in the past has indicated that approximately half of those who receive unemployment insurance will never be in need of relief because their insurance is adequate, or because of the existence of other resources, or because they secure a job before the benefits are exhausted. Under our present law it has been necessary for the welfare department to carry persons entitled to unemployment benefits for a considerable period of time because, after the loss of a job, it is five and one half weeks, at the earliest, before the first check arrives, and often the waiting period is longer. In many cases, after the first check has been received, the second or third checks have been delayed because of administrative difficulties, arising out of the fact that the unemployment insurance system is just getting under way and has been overwhelmed by the size and difficulty of its problem. The hope is that, as more and more people become eligible for unemployment compensation, the relief rolls will reflect the fact of a functionary unemployment insurance scheme.

Our most urgent problem can be stated very simply. We need jobs for all who can work, at wages which will provide a decent standard of living. In the long run no business or industry can hope to have the patronage and support of the American people which does not provide this minimum. I assume that no self-respecting business man wants to receive charity from the government through the subsidizing of the wages he pays to his workers. Adequate wages not only will eliminate supplementation, they also will keep people off the rolls in the future by enabling them to

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support themselves and to lay aside something for a rainy day. More and more it is necessary for us to focus attention on the annual wages paid by industries because it is total yearly income that determines the standard of living and not the hourly rate, however high, when employment is provided for only part of the year. Forcing hourly rates at the expense of total income is a mistake from the point of view of labor. It leaves the employer who pays the hourly rate part of the time, and then closes up, in a better position than he ought to be. The objective of our policy as a nation must be to put a floor under wages. Apparently some kind of legislation is necessary to achieve that end if those employers who are willing and anxious to pay the minimum and better are to be protected from those who never would do so save under compulsion. It would help if the socially-minded industrialists of the country would face this question of devising such legislative compulsion or other governmental action on a state or federal level as may be necessary to protect the welfare of the American people. Much has been said about the necessity for cooperation between capital, labor and government—here is the best place to begin.

Twenty-five Years of Growing

By ALLEN T. BURNS

Executive Vice-President, Community Chests and Councils, Inc.

THE community chest as a factor in American social work, this spring passed its first quarter century. It is amusing now to recall the fear that attended the advent of the movement; fear that the social services of a community would be held in a mold as solidified, regimented and mechanical as ice cubes in a refrigerator. Happily that fear did not survive before the pioneer spirit that animated the chest movement from its very beginning. The chest or central federation inevitably has had to listen to the voices that argue for a flexible plan of service, that plead for experimentation, that urge reexamination and reshaping of accepted customs of helping people. Often it has added its own voice to the same demand. As communities have come to hold the chest and council responsible for getting things done, the chest has been both advocate and executor. Far from being a crystallizer, it has tended in many instances to be a "mover and shaker."

It was altogether natural that the first community chest was born in Cleveland in 1913, when Newton D. Baker was mayor. That was the hey-dey of Cleveland's civic leadership. The new "Federation for Charity and Philanthropy" sprang from the same stock as Cleveland's new public welfare department and home rule charter. Cleveland's mayor, a leader in all such experiments, was chairman of the committee that appointed the provisional board of the Cleveland Federation.

The unique feature of the new organization was a consolidated budget of all private welfare expenditures, to replace catch-as-catch-could budgeting and financing. The race was no longer to be to the swift nor the battle to the strong money raising agency. The city's need for specific services was to be the strong influence in determining the relative financial resources of each organization.

This quest for a balanced ration of welfare services, this endeavor to see the problem whole, now is accepted as the necessary foundation of modern chest policy. But in 1913 the Cleveland Federation was venturing into unproved ground in holding that givers would welcome such a unified, systematized service and finance program.

The idea of financial federations took root in this country because of local combinations of circumstances, not because of field organizers or promoters. Forces at work in American cities unconsciously had prepared the ground for it. Men like George Eastman of Rochester, Samuel Mather of Cleveland, William Cooper Procter of Cincinnati, the Fleishhackers of San Francisco, recognized it as at least a partial answer to their local problems of social welfare finance.

Before the United States entered the world war fifteen cities had followed Cleveland's example and were trying out the plan. The multiplicity of war appeals spread the experiment to unrecorded scores of cities, many of which combined their local and war needs in one united campaign. By 1919 forty cities were making a unified budget appeal for local peacetime social and health services. An average of twenty-five additional cities each year have adopted some form of federated giving, and 80 percent of them have persisted year after year. Today the 467 so-called "chest cities" include a population of fifty million or 68 percent of all the urban residents of the United States.

In many of these cities more people join in giving to the chest than vote together, worship, work, or play together. Its unifying influence reaches out to men and women of every creed, of every political faith, of every race, of every economic class. Whatever the current issues, such as political partisanship or industrial strife which divide opinion at any given moment, the chest campaign serves always as a call to work together toward a common goal. "By common consent the plan of city-wide fund raising," say Silcox and Fisher in their book, Catholics, Jews and Protestants, published for the Institute of Social and Religious Research, "has done more to foster good relations among leaders of the three faiths than any other single influence."

UNDER the chest plan, giving has increased and the contributions on which agencies rely have been stabilized. Before the depression, records kept for the same group of chests showed a steady average increase of 3 percent a year. Even in the financial crashes of 1929 and 1937, chests maintained the same rate of increase. New chests during the depression averaged a 50 percent increase over previous pledges to separate agencies. While philanthropy as a whole was shrinking 52 percent through the lean years, the older chests shrank less than one third that much. Nor was the shrinkage caused by a decrease in large gifts; in every year since the depression began givers of $5000 and over have contributed a greater share of the total than they did in 1929.

The community chest fort was held during the depression years but not without strenuous effort. In the begin-

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ning of that period relief needs had nearly swamped all social services and when the federal government came to the rescue with FERA funds, many chest leaders feared that appeals for non-relief services would fall on deaf ears. In 1932 an all-time "high" of 101,377,537 was raised by the chests of the country. After that contributions dropped.

In the darkest hour a new plan was formed, the Community Mobilization for Human Needs. Newton D. Baker, its first chairman, demonstrated that the "united front" for voluntary welfare services could be as forceful nationally as locally. Under his leadership the decline of contributions was stopped short. The total began to mount again under the chairmanship of Gerard Swope, and has continued its rise under Charles P. Taft of Cincinnati. Growing year by year, the amount raised by chests and federations for 1938 is estimated at $83 million or more.

The confidence which the American people have placed in this "modern way to neighborliness" has resulted in great demands upon the chests. Contributors began early to ask questions: Just how necessary is all this work? How well is it being done? Could it be done better in some other way? In the very next year after the Cleveland Federation held its first campaign, a council was organized among the functions of which was an effort to answer such questions. In other cities councils of social agencies preceded the fund or soon followed it. Councils in some communities, chest budget committees in others, still are seeking the answers. Some review of the whole program is likely to take place when the budget committee determines the relative and total appropriations. But more searching inquiry was demanded by communities, especially after the depression years. If all this money wasn't for relief of the unemployed, what was it for, anyway? People did not begrudge their contributions if they could be convinced that funds were being expended wisely and for necessary work. But they had to be shown.

In partial response to that demand sixty-three studies and surveys have been made since 1930 under the direction of Community Chests and Councils, Inc., nine of them last year, with six more requested in the first few months of 1938. Probably the most thorough-going are the Hartford survey in 1934, Providence in 1936, and the one which Minneapolis is now beginning—the most comprehensive survey yet undertaken by the national association. To review and revalue the work of the agencies, to help them to reshape it if necessary, may run counter to tradition or to "vested interests," but it is what the community requires of the modern chest and council. As much as 50 percent change in the basic function of participating agencies over a ten-year period has been achieved in some cities by such cooperative planning.

A pressing need for objective standards by which to measure results of welfare services has been disclosed by these studies. In every community study, the representatives of cooperating national agencies work toward such standards, which may be based on such factors as trends in juvenile delinquency rates, in divorce and other family breakdowns, or in morbidity rates for various diseases. These national representatives are increasingly critical of the "water-tight compartment" specialization which they often find in local social work: the children's agency, for example, seeing only the child when the family is the real problem; the family agency seeing only dependency when juvenile delinquency has become the aim of modern social planning and surveys.

Each of these developments of chest and councils—and I have selected only a few—has left a special responsibility in its wake. To meet these responsibilities with any success calls for a combination of all the wisdom and experience and good will that can be mustered.

Have we tried to see the problem whole? We are not succeeding unless we consider governmental welfare and public health, with their vastly greater financial resources, with their relatively undeveloped resources of citizen participation and guidance, as definite parts of the community service job.

Have chests stabilized giving and increased it? Then they must constantly exercise care that gifts are secured with full understanding of their purpose, without economic pressure, and with full willingness.

Are they acting as a unifying force? The chest and council ought to have something to contribute to the new crises in labor relations, in racial discrimination, in partisan cleavages.

The chest as an emergency appeal has little place in the world today. Chests and councils that are living with their communities year after year are placing more and more emphasis on the values of bringing laymen and social workers, agencies and central federations, official and voluntary groups, to face the total need and to shoulder it together.

"Oh, Those Nurses!"

By KATHRYN CLOSE

"I WISH that nurse wouldn't. . . ."

"I wish that social worker would. . . ."

Family welfare agencies, like nursing organizations, have their basic professional policies and procedures for cooperation, and their executives, like nurse executives, disavow the existence of friction when workers on the job are "good." You must go to the stair-climbers and the door-knockers among the social workers, as among the nurses,* to discover what happens when everybody isn't 100 percent "good," and what they think might be done to smooth off the occasional rough edges of day-to-day contacts.

On this tour of discovery stair-climbers and their supervisors in family welfare agencies in four New York counties were interviewed. After some preliminary sputtering over current incidents they all, without exception, came to the conclusion that the irritations which arise between social workers and nurses are the result of fundamental attitudes toward their jobs, and are inculcated by their professional training.

The education and training of the social worker stresses freedom of individual thought and action while the nurse's training holds implications of obedience to direction and authority. Although these divergent emphases are basic in the two professions they almost inevitably produce dis-

*See "Oh, Those Social Workers!", by Kathryn Close. *Survey Midmonthly*, March 1938.

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tortion when one individual presumes to judge the work of another. The nurse's job is to her clear and distinct—the treatment, under a doctor's direction, of a patient's physical condition and the prevention of further illness in his family. To the social worker, however, physical illness in a family is only a part of a complexity of problems playing upon one another in the inner lives of the various members of that family. In many cases her job is only to act as a sort of agent while the members of the family bring about their own mental and social adjustments. If the social worker is modern, she probably does not fix inflexible goals for her efforts. To her the nurse seems limited. To the nurse, the social worker seems vague, unreal and experimental.

THIS difference is seen as the root of the misunderstandings which exist between the social worker and the nurse in the field, misunderstandings which are not diminished by the zeal with which the social worker guards the confidences of her clients, or by the nurse's expectation of complete cooperation from other professionals. Some social workers are outspoken in commenting on their zeal in safeguarding confidence: "Until we can recognize the right of other professionals to a frank statement of what we have learned in our contact with a family—in other words, our social diagnosis and prognosis—we can scarcely claim the right to the professional confidences of others on a case." They see the justice of the charge that the psychiatric social worker in particular often withholds information that might be of value to the doctor and nurse in their dealings with the client. They admit that their ethical obligation to guard the client's confidence sometimes may appear to nurses as professional "high-hatting," as an assumption that the nurses' ethics are on a different, and probably slightly lower plane. They admit too that possibly some social workers treat the nurses as "tools" of the job, useful in times of stress, but only "tools" in the social worker's comprehensive plans for the family.

But admitting motes in their own eyes they point out some pretty sizable beams in the eyes of the nurses. Social workers, they say, see a family situation whole—back of it, around it and under it—and treat it for all of its component parts. Therefore, when a nurse complains that the social worker "fails to give aid when it is needed," the probability is that the nurse is myopic. Need may be less urgent and real than it seems. For the nurse to get excited about it when she knows the social worker is in contact with the family betrays emotionalism or at least mistrust of the social worker's professional judgment. It sometimes happens that the nurse "goes off the handle" when her attention is called to empty plates on the family's table. She does not know that in modern constructive case work, not only the giving of relief but also, under certain conditions, its withholding, are considered and used for their therapeutic values, along with other forms of treatment. Here the social worker suggests that the nurse use her head on the material which she has said she wants, the summary of the case history and the plan for the family. For a nurse to refer a family to a social agency is commendable but the diagnosis of the economic need in that family should remain with the agency.

In most instances the nurse's effort goes no further than to push for immediate relief, but in others she may sometimes go over the head of the social workers and herself arrange for relief in some form or other. This, the social workers say, undermines the family's confidence in the agency, and in its plan for their welfare. They admit that they sometimes may have been lax in interpreting to the nurses the philosophy of their program and approach in relation to relief but they stoutly maintain that they never—well, hardly ever—expect from the nurses, in this regard as in others, a greater desire to cooperate than they themselves evince.

Another "regret" that social workers have about nurses concerns the nurses' blind spot in the reason for referral of cases. Nurses, they say, are most generous in referrals for special kinds of relief but rarely indicate any awareness of the incapacity that may prevent a family from providing such things as Christmas treats and summer outings for its own children. "The nurses seem to have no understanding of the content of case work treatment. Right under their eyes in many homes are acute problems of maladjustment that we are equipped to treat, but unless there is also economic difficulty it rarely seems to occur to the nurses to refer the case. They think of us merely as alms givers."

The complaint that nurses fail to refer cases for anything but material assistance seems to be fairly general. The tendency is to blame it on what social workers dub "the nurses' limited social vision" which harks back again, they say, to her training and the circumstances of her practice. It is suggested that ideally a community nurse should recognize social problems while not becoming involved in them. This ideal probably is attained by nurses as a professional body, but doubt exists as to whether the run-of-the-mill community nurse has reached it. Of course working as she does under the direction of the doctor this is sometimes difficult for her. When a doctor gives up the nurse must give up, at least in all matters touching on nursing care. But it is only the not-so-good nurse, say the social workers, who gives up on all scores. They will tell you plenty of stories of energetic nurses who "clear" with the doctor ("Have you any objection, doctor, if we try to pursue this trouble and see if we can find help elsewhere?") and then follow through vigorously on matters of prevention, health education and the promotion of good medical care.

SOCIAL workers, they themselves admit, do not need to watch their steps as closely as do nurses. They need not take "No" for an answer in any of their activity in behalf of the client. The good social worker will keep prodding every available resource until she finds one which can give what the client needs. If none is to be found she keeps on prodding anyway in the hope of stimulating community interest in the need for which it has failed to provide. She is free to drive ahead on all counts.

Social workers in public agencies are less critical of the community nurse than those in private family agencies and more frequently report good cooperative relationships. Perhaps this is because the administration of relief is more clearly definable than the "counselling service" offered by private agencies, and both social worker and nurse are more sure of their ground. In most communities the public relief field is fenced by hard, fast rules. The worker in this field, constantly beset by problems with which she has neither the freedom, the time nor often the training to cope, is grateful for the surety with which she may turn to the nurse for help. With the nurse she says she can really work cooperatively and get somewhere. The nurse, on her side, knows definitely what can and cannot be expected of a

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public agency where eligibility is nearly as concrete as the nose on your face, though sometimes she may become impatient with the red tape in establishing that eligibility.

If social workers in private organizations criticize the nurse's acceptance of professional limitations, most of them readily admit that their own freedom may lead them afield into the nurse's territory. They apologize for this on the ground that health is one side of the family picture which must be seen for a complete understanding of the polygonous whole. But in seeing it their zeal, they admit, often carries them to an attempt to correct it, and they give unauthoritative advice on diet or unwisely approach the delicate subject of birth control. Supervisors in discussing this excessive zeal are prone to debit it to the young, untrained social worker. Some of them, however, believe that the approach to the suggestion of birth control, with all its emotional implications, lies as much within the province of the social worker as of the nurse.

In spite of the edgy places in day-to-day contacts, social workers, be they heads of organizations, supervisors or stair-climbers evince respectful professional friendliness for community nurses. They do not deny misunderstandings and occasional irritating incidents but they agree with the nurses that misunderstandings would be cleared up and incidents reduced to a minimum if the social worker and the nurse each would learn more about the other's profession, its code, its aspirations and the practical limitations of its practice. They agree that this should start in the training schools of both professions and they cheer heartily for beginnings already made in that direction. Meantime, they urge the joint case conference as a practical means of resolving difficulties. They know it takes time, and that nurses are busy women, maybe as busy as social workers, but they hold that in the long run the case conference will be worth all the time it takes.

Both social workers and nurses are fully aware that as the public services of health and assistance broaden, the two professions are coming closer together in the common cause of ministering to people in trouble. In that ministry professional misunderstanding has no place and the sooner it is resolved the more effectively both professions will function. The solvent, they all agree, is knowledge.

A World Safe for Mothers

Mother's Day, May 8, 1938

By THOMAS PARRAN, M.D.

Surgeon General, U. S. Public Health Service

IN 1843 it was quite a piece of effrontery for a young professor of anatomy at Harvard University to dare present a paper on the thesis that "the disease known as puerperal fever is so easily contagious as to be frequently carried from patient to patient by physicians and nurses." He was challenged by "routinists and unthinking artisans" of medicine who attributed the dreaded childbed fever to accident or to Providence, and disliked to have the dust shaken out of their traditions. But the young professor had assembled facts to prove his thesis.

History has proven Doctor Oliver Wendell Holmes right. Thus, with crusading spirit and with unassailable logic, did he seek to reform the midwifery abuses of his day. Today the same spirit is needed in fighting to save mothers and babies from untimely death or injury.

The war must be carried to the enemy, and the first enemy is poverty. It is well known that the largest families are found among the lowest social and economic groups. The same one third of our people who are poorly housed, poorly clothed, poorly fed, also get poor obstetrical care. Nearly 240,000 mothers were delivered last year by ignorant, superstitious midwives and for at least 40,000 births there was no attendant.

In most communities we have good doctors, safe hospitals, well-trained nurses. But either we have not cared enough to use these facilities for good medical care in the prevention of maternal deaths or else we have not known how to do it.

We need a plan in the nation and in each community for the provision of good care to mothers and babies, from tax funds if need be. It will cost money, but we cannot afford the higher price of neglect.

Ignorance is the second enemy. Various studies throughout the country indicate that one third of all maternal deaths are caused by ignorance or lack of cooperation on the part of the patient. Mothers and fathers take for granted that because childbirth is natural it should be normal. Too frequently such is not the case. Every mother needs to be watched by her doctor from the very beginning of pregnancy for the first signs of abnormalities or complications. If found early, these need cause little worry; but, if allowed to continue until dangerous symptoms occur, it may be too late—as it was for thousands of women last year.

The third enemy is abortion. Between 1918 and 1932, the abortion index increased more rapidly than the birth index. Of 3000 pregnancies in New York City, 30 percent terminated in abortions, three fourths being illegally induced abortions. One fourth of all maternal deaths follow interrupted pregnancies. Nearly three fourths of the deaths associated with abortion were due to sepsis, the dreaded childbed fever, so gallantly fought by Dr. Holmes nearly a century ago.

These figures are appalling, but they represent only the known cases and constitute only a small fraction of the total number. Were we aware of the real facts, the magnitude of the problem would be more overwhelming.

A fourth enemy is syphilis. While syphilis is not a direct cause of maternal deaths, it is the greatest single cause of stillbirths. An average of one baby in every sixty in this country carries the germs of syphilis in its body, yet no woman need bear a syphilitic child. Treatment before the fifth month of pregnancy will prevent congenital syphilis nine times out of ten.

Save mothers and we help to preserve family life. Save mothers and we help to prevent delinquency and untold human suffering. We *can* save mothers by the provision of good maternity care to every mother who needs it. That will come when the people of America want it.

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The Education of an Examiner

By MARIE DRESDEN LANE

Social Worker, Region II, Works Progress Administration

THIS is the "inside" story of how a large state department of public welfare went about the business of examining candidates for its social work staff. It is the story of social workers and of candidates for jobs, but primarily it is the story of the laymen, business men, manufacturers, college teachers, bankers, doctors, club women, trades unionists, engineers, lawyers, psychologists—nearly everybody but deep sea divers—who did the examining and who carried off the honors of the show. They learned more about aid to mothers, old age relief, pensions for the blind and every other form of public assistance than they ever before had dreamed—and they learned it, believe it or not, by examining candidates for positions in those fields.

They learned, also, what social workers are like, how they talk, look and dress, what special abilities lie behind their strange phraseology—and then they went out, these laymen, and told the world about it. Within a few days they had gained a whole new light on places hitherto dark to them. Even within a few hours some of them wanted to know why the state's absurd old residence law wasn't repealed; why there had to be one budget for a family with a father and another for a family without; why something wasn't done "to give vocational education to children in families on relief?" Their enthusiasm made them good examiners—but I am getting ahead of my story.

You see, the Rover boys thought they had it all sewed up. The Rover boys are the roving political opportunists and district leaders of Pennsylvania—no offense, every state has them—and in this instance they were set to control appointments to some 5000 jobs available through the establishment of the Department of Public Assistance of Pennsylvania.

You have read of that department in *Survey Midmonthly*. It was established last June and Governor Earle named Karl de Schweinitz as its first secretary. Mr. de Schweinitz resigned in January and went back to his old job as director of the Pennsylvania School of Social Work. All that is incidental to this story, which is of how the Rover boys met their match.

The act establishing the department provided for an employment board, its function to prepare and conduct examinations for the 5000 positions. The provisions relating to examinations were a compromise between the demands of those who wanted a first class civil service type of examination and the demands of those who wanted "local politics" to control appointments. Pennsylvania has no statewide civil service system.

The Rover boys knew that the department would have $140 million to spend in the biennium 1938-39. No sum to be sneezed at, with the jobs and the relief money it represented. The Rover boys did not sneeze. To them the jobs that would dispense the relief money held the key to its control all along the line.

As a result of compromise the act had some interesting clauses. True, the examinations were to be "practical in character" and were to test fairly the "relative capacity and fitness of persons" to discharge the duties of the positions they sought, but there were other clauses. One, that "no applicant shall be required to have had any scholastic education in social service work, nor to have had any other special scholastic education or special training or experience." What did they want—all the local highschool graduates or only the eighth graders? After all, this was a Department of Public Assistance into which had been merged the functions of emergency relief, mother's assistance, pensions for the blind, and old age relief. It wouldn't be extravagant to think that the performance of such functions called for some slight special training or experience. But the act said that none was needed.

Another provision was that applicants must have been legal residents of Pennsylvania for not less than a year and of the districts in which they were to work for not less than six months. Both the omission of special training and experience and the insistence on local residence showed the subtle hand of the Rover boys.

You see, with an office in each of the sixty-seven counties, with a central state office and with an expected case load of 300,000, the estimate of 5000 jobs was reasonable. The Rover boys were more interested in the jobs than in the clients.

Well, written examinations were held and 62,000 people took them. Sixty-two thousand residents of Pennsylvania (and of their own districts!) stepped up and said they wanted jobs with the Department of Public Assistance. In the written examination 20,000 of the 62,000 made grades entitling them to further consideration. For the moment the Employment Board was stumped. What to do? It could make no intelligent choice without a further sifting process.

The act mentioned no oral examination and certain legal minds contended that the board's powers of examination were completed with the written test. But, the board reasoned: "How are we going to know that these people will do well by their clients? How know that the unemployed, aged, blind and mothers in want, will receive the assistance to which this law entitles them? It is our job to pick the right people."

WHO are the members of the Employment Board of the Department of Public Assistance of Pennsylvania—this unpaid lay board with no fixed tenure of office? The chairman is Shippen Lewis, lawyer by profession, member of a family of Quaker descent (you might have guessed it), long prominent in affairs of civic improvement. Another member is Mrs. Harvey S. Fouse, club leader of Pittsburgh who is familiar with problems of social welfare through association with the Mothers' Assistance Fund. The third is Hugh F. Dolan, Jr., of Pottsville, young and energetic engineer who knows that a job, to be well done, requires capable workers and able direction, and who also happens to know the ways of the Rover boys. It would take a good deal of heat to make this triumvirate go along with something it considered shoddy.

I cannot say whether it was the lawyer, club leader, or

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engineer who said, on examining the act closely: "This says we shall test not only 'relative capacity' but 'fitness of persons.' How can we test fitness of persons without conducting oral examinations by which to discover whether staff members who deal with the clients have sympathetic personalities, understanding, good judgment, alertness to clients' needs, and a sincere desire to carry out the purposes of a public assistance act? We can't. Therefore, we cannot escape the obligation to hold oral examinations."

Thus the board cut the Gordian knot of legal interpretation by announcing that it would hold an oral examination for all of the 20,000 who were candidates for positions *involving relationships with clients.*

When it was announced that boards would be selected to conduct oral examinations, the Rover boys again licked their chops. There would be seven or eight hundred board members! Of course they would be paid, and surely would control the lists of certified applicants to go to the county appointing boards.

BUT the triumvirate was on its job. In the first place, it announced, members of the oral boards would not be paid; and in the second place it set up the boards in a way that put them beyond the reach of the Rover boys.

Here was the method of composition: each board was to consist of a qualified social worker, a person experienced in the field of personnel or civil service, and an unimpeachable representative of the general public, called the "lay member." I have mentioned already the wide variety of occupations which the lay members followed. Add a sprinkling of men from chambers of commerce, well-known ministers and a few other leaders in local communities and you have the full picture. They were capable and conscientious citizens with no axes to grind.

People from the fields of personnel and civil service also were recruited successfully, donating their services. For experienced social workers a call went out to neighboring states. Wanting people personally unacquainted with the applicants and free from involvements with the state department's late troubles [see *Survey Midmonthly,* February 1938, page 51] the board invited as assistants social workers from Ohio, Indiana, New York, New Jersey, Maryland, West Virginia, the District of Columbia. The response was gratifying, and the examining boards became a reality.

For six weeks, from February 1 to the middle of March, these examining boards—700 people in all, in session all over Pennsylvania—examined thousands of applicants, graded them, talked about them, got to know them to some extent, and incidentally got to know each other. A carefully prepared rating form was used conscientiously. Since judgment was to be rendered on the applicant's "personal fitness for the particular position for which he was applying," the boards had to give special attention to the various qualifications for the positions of county director, supervisor, visitor, receptionist and any others "having client relationships."

I sat on the board examining candidates for county director of Allegheny County and later assisted some thirty boards in examining candidates for all positions in the Philadelphia area. Among the candidates, of course, were many provisional employes and many other persons who have been working for years in the fields of emergency relief, mothers' aid and old age assistance. Merely to examine them was a liberal education.

And that is exactly what the laymen got, the bankers, business men, lawyers, teachers, department store executives, engineers, club leaders, and all the rest. They not only got it but they were delighted with themselves for getting it. They were interested, attentive, inquiring, astonished at some of the things they learned, eager to learn more, and a little embarrassed sometimes by their own sketchy information.

"When this is over I'm going to make a speech to my chamber of commerce" said one man. "Those fellows are all wet. They think a department like this just spends money. I'll tell 'em. Say, this is important. It takes skilled people. Why, I hadn't been in there half a day before I was failing everybody who wasn't a trained social worker." (I'd like to be there when he tells his chamber of commerce. The state and federal representatives from his district have cast hardly a vote in the past five years in favor of any proposal for relief, social security or unemployment compensation.)

"Mrs. Lane," said another, "these candidates say Pennsylvania doesn't pay rent and medical aid out of its state fund. How can that be? How can a family live that way? I'm going into our district office next week and figure out some budgets. I don't think they're high enough."

"Neither do I," chimed in a neighbor, a banker. "Some of these families don't know any way to get medical care except to beg some doctor for it. At least where there aren't any clinics," he added, remembering something else he had learned the day before.

"Look here, Mrs. Lane," said a wealthy and conservative gentleman who has small interest in civic affairs, "I'd like to employ in our district that social worker who is on our examining board. She comes from the New York School of Social Work and I always thought they were even worse than the ones from the Pennsylvania school. I guess I've been very ignorant."

"WHY must these offices be scattered all over town?" asked a manufacturer used to orderly plants. "The employment office is in one place, the WPA in another, the unemployment compensation office in a third and the PWA in a fourth. The man who worked a little last year, then had relief, then went on WPA and now can get unemployment compensation, has to run all over the city to different offices and after every call go back to the employment office. Anyway that's what these candidates say. Sounds inefficient to me. Legislators pass these bills one at a time; I lose track of them and I'll bet they do too. I belong to a forum and I guess we'll ask a Congressman or two to come over and tell us what kind of a way this is to run business."

"Do you know, Mrs. Lane," said a woman club leader, "several of our candidates this morning have been working as visitors for three years and all they do is to deliver checks. They take no real interest in the families. Why, they don't even think about getting some of these young boys into trade schools! Those boys'll grow up able to do no more than their fathers—just catch-as-catch-can work. I think our PTA will be interested in this."

So it went. In one county the local board of public assistance had discharged every employe when the new department was established, and had filled their places with "deserving" people provisionally appointed. Presently the examination produced a certified list for the county. Nothing happened. A member of the oral examining board called the other members together and, though the board

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no longer had official existence, they decided to see to it that their work didn't go for nothing. So they wrote to Governor Earle and to Arthur W. Howe, Jr., state secretary of public assistance, and insisted that the certified lists be put into effect. They lived in this county, they said, and this was their case load as much as it was anybody's. They wanted politics cut out and qualified people appointed. In time the Employment Board certainly would have seen to it that the certified lists were used, but the volunteer members of that examining board didn't want to wait. They had become intelligently concerned and they proposed to carry through.

I have not meant to say in this story any more than I have said. I am not taking sides in any of the Pennsylvania controversies. I am not defending the absence of a statewide civil service system. I am not even saying that all the people appointed as a result of these examinations will be competent. Certainly I am not saying that all of the $140 million will be spent wisely. But I am saying that the Employment Board did an extraordinary job, and that the Rover boys from now on are being watched by a lot of newly educated bankers, teachers, business men, leaders of clubs and chamber of commerce men who are more interested in good administration of public assistance than they ever were before, and more conscious of their own responsibilities for getting it for their communities.

Thoughts of a rural worker in Pennsylvania on the eve of the oral examinations

IN this long, long stretch of insecurity in the Department of Public Assistance I have tried desperately to maintain my equilibrium, to remain unbiased and objective. Do you know how long it has been? Well, in a way since the Goodrich committee was appointed at the end of 1935 to examine the relief and unemployment system in the state; certainly since June 1937 when the legislature established the new department.

At that time I whooped and hurrahed with the rest of the social workers because the principles of the Goodrich recommendations were embodied in the law. Especially a merit system. There, certainly, was a rung in the ladder of security.

And then whispers began to go around, and presently political pressures became apparent. Oh, definitely. Then the union of staff workers, the CIO affiliate, came out with a resolution demanding that because of its members' experience on the job they should be blanketed into the new set-up.

Pooh! pooh! said I, none of that discrimination for me! I am willing to stand on my own feet. If I don't have what it takes to hold my job, I don't deserve to have and to hold. Let them bring on the examinations and the social workers will come out on top. The appointment of the Employment Board, three persons of integrity combined with eager ability, confirmed my enthusiasm for the new set-up. Ah me, yes! 'Twas back in gay September, six long months ago.

By all means keep your chin up. Don't let little things get you down, or affect the smooth order of the office. The job must go on! Memo No. 66 . . . Memo No. 90 . . . blanket rulings . . . reaction . . . compromise. We must administer the rulings of the state office. A unified front and the program will be supported by the community.

Then a bombshell . . . de Schweinitz on the pan . . . panic let loose. Steady now. How could charges so lacking in accuracy have any real effect on Our Program? And now the "investigation," perhaps better termed a spree because it cost money and ended in a headache, especially for the governor. Keep your chin up, my good girl.

Karl de Schweinitz resigns amidst much wailing and gnashing of teeth, but Dean Goodrich and Judge Smith crash through at the crucial moment to set our feet on the ground. We are fighting for a principle and not a man. There will be someone else to carry on the torch. We still have the integrity of some of the members of the state board, some strong county executives and directors. The Employment Board is beginning to function. We mustn't let loyalty to the old county boards bias us toward the new.

Fond farewells to old board members are scarcely off the pen when, again whisperings, and more than that, bold newspaper headlines acclaiming the political countenance of the new.

Can this be true? What are we in for now? Some few counties go on much the same, but weird things are happening in others—workers catapulted from one job to another without warning, rhyme or reason.

Come, come now. We must keep our eye on The Program, that program which is our thinking and working, our eating and sleeping. The Program must go on.

The Employment Board's written examination comes along at the psychological moment and diverts our minds. An endurance contest but calculated, we fondly hope, to give the experienced worker a break. By inference at least the examination recognizes that some degree of intelligence is required for the job, so do the announced salary scales. Our spirits turn upgrade.

"The Employment Board announces oral examinations to determine the personal fitness . . ."

LITTLE man, what now? Whew, an oral examination! As the time draws nigh it assumes the proportions of the inquisition. To sit and wait and wait and wait is worse than pulling the petals off the daisies if you really care whether he loves you or not. The State Board of Assistance does not wonder about anything. Theirs is to do or die. Chop $800,000 a month off the budget and what do you have? Utopia! bounded on the east by irretrievable loss of morale, on the north by inadequate housing, on the west by lowered health standards, and on the south by deterioration of the human race. Dramatic—ah, yes! but we must fight the taxpayers. But—in a weak, small voice—we don't want to fight the taxpayers, we want to do our jobs within The Program.

Alas and alack! we must be up and away, oral interviews are scheduled today. A good night's sleep and a clear mind are all it takes. Interpretation, cooperation, organization, reorganization, politification, certification, ——ation, ——ation, ——ation, ——ation. We'll fight for the right and we'll fight for the right and . . .

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Dear Billy Cogswell:

THE EDITOR, *dictating:* To Billy Cogswell: We are sorry that we have no material that might be useful to your class in its study of crime prevention among children and we are not quite sure where we might direct you for it. If any promising source of material occurs to us we will let you know.

THE EDITOR, *cogitating:* That's a new one on me. How old is a seventh grader? Twelve? Thirteen? Should children that age be thinking about crime prevention? And yet, and yet. . . . If not, why not? Wonder what the real students of crime prevention would think about it. Why not ask a handful of them?

Survey Associates, *Sherman, Tex.*

Dear Sirs:

The seventh grade of the Jefferson School is studying about crime and its prevention among children. If you have any free information suitable for our grade, we would appreciate it very much if you would send it to us.

Yours truly,

Billy Cogswell

THE EDITOR, *to the secretary:* Take these names, quote Billy's letter exactly as is and then say: Frankly, I don't know how to answer Billy whose inquiry, it seems to me, raises a very interesting question. We hear a great deal about crime prevention starting with children, but here is a child, a seventh grader, who wants to start it himself. Is this desirable, and if so, how should he start? What has our literature on this subject said to the child himself; what can we offer him for his own objective study?

. . . learn to understand . . .

A. H. MACCORMICK, commissioner, Department of Correction, New York

THE question raised by Billy Cogswell's letter is difficult to answer. My opinion, based on not too extensive knowledge of child psychology, is that seventh grade children should not be allowed to dwell very much on the problem of crime or its prevention. I do not see what they can possibly do about it except perhaps to understand better some of the children of their own age who are presenting behavior problems to their parents or to the school authorities. If, for example, they could learn to understand the child with the sense of inferiority and especially the one who compensates for it by over-aggressiveness, it might indirectly help the problem child in question. It seems to me highly dangerous, however, to encourage children to think of other children as problem cases. If we do, the "good" children may get a sense of superiority which in time will get them into difficulties.

Another factor is that so many children who are in danger of becoming juvenile delinquents, and later adult criminals, come from the poorer homes and the poorer parts of our communities. The most important factor in their cases is their social and economic condition. If we start emphasizing that fact to the more fortunate children, we may again give them a sense of superiority and emphasize the feeling of inferiority which the poor child so often has.

If it can be done tactfully and if psychological concepts can be expressed in terms so simple that the children will not think of them as unreal, a great deal of good might be done by teaching young children that there would not be quite so much crime and delinquency in the world if social and economic conditions were improved. There is no reason why they should not learn at an early age about child labor and its effects, about the effects of living in slum dwellings, malnutrition, and so forth. I would be cautious, however, about discussing with young children characteristics which may be inherited, for they are too likely to think that it is inevitable that the child shall be like its parents.

I do not know of any literature that I would feel safe in handing out to children of this age but a great deal must be known to child psychologists and others who have dealt with juvenile delinquents.

. . . great deal can be gained . . .

LEONARD W. MAYO, assistant executive director, Welfare Council of New York

BILLY'S letter came just as I was preparing an article on delinquency for the March issue of the *Junior Red Cross Journal* in which I tried to point out that delinquency has its roots in so many community conditions that there are many approaches to its prevention. This is one of a series of articles which began in the *Journal* in September 1937 based on the experiences of a highschool group in a fictitious town of 50,000 and their adventures in learning about and trying to deal with some of the community's social and civic problems. I believe that Billy and his classmates would find that all these articles have a bearing on the specific question he raises.

The best book I can think of for this group is Crime Prevention, edited by the Gluecks. It is written in a rather non-technical style and I believe that Billy's grade could get a pretty good orientation from it and find in it enough of a familiar nature to give them some impression of the range of the problem and the points at which different types of organizations can make some contribution.

Crime prevention activities, it seems to me, may be classified as follows:

1. Those activities of an official and governmental nature which have to do with restraint and punishment or treatment of people who have already committed crimes.

2. Programs, activities and efforts directed to those who, because of some acts already committed or certain tangible signs given, show promise of becoming "offenders." Under this classification we have special classes in schools, certain institutions for children, Big Brother work and boys' clubs, family service, and so on.

3. Those activities which relate to removing some of the deep roots of crime, through the development of health standards, provision of decent housing, adequate recreation activities, improved relations between teachers and children and parents and children.

Obviously, the things which a group of grade children actually can do in furtherance of any of these activities are very limited, but there is a great deal of education, awareness and insight which can be gained at this age. This I think is indicated when youngsters like Billy make the inquiry.

. . . mores of the community . . .

ELEANOR T. GLUECK, Harvard Law School

BILLY COGSWELL'S question presents a very grave challenge to those of us who are interested in crime preventive work among school children. Although we shall probably fail Billy at the moment because we do not know of materials suitable to the needs of seventh-graders, his request undoubtedly will set some of us to thinking about how a very apparent need may

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be supplied. Although I am not at all sure that a school textbook on crime prevention should be prepared for children as young as Billy, it does seem as though grade school texts in civics might devote sections to delinquency and its prevention. Just what should be included would have to grow out of experimental teaching of the subject to determine what types of information in this field children would absorb and benefit from.

It occurs to me also that here is an opportunity for the vitalization of so-called "character education programs." Sociologists so often emphasize that children are influenced for good or ill by the mores of the community in which they live. Perhaps a crime preventive program shaped about the building up of a code of morals designed to counteract the unwholesome influences of the environment would furnish the broadest base for meeting the needs expressed by Billy. It might well deal with such practical problems as: Why is it wrong for children to gamble, to steal, to smoke at an early age, to drink, to carry on illicit activities, to condone engagement in sharp business practices, and so on?

I hope that out of Billy's inquiry may grow a specific effort to stimulate the preparation of materials which might be used in grade schools throughout this country. We know already that most adult criminals never go beyond grade school so that preventive work must be concentrated there.

. . . consider, discuss, do something . . .

ELEANOR R. WEMBRIDGE, Los Angeles, Calif.

BILLY COGSWELL'S letter puts a very good question before the house. We start in the grade schools to instruct in traffic safety, dentistry, diet, sports, ventilation, to say nothing of long division and grammar. But is anything done about misconduct of young delinquents? So far as I know, even in the best schools, they are hustled off to a clinic or a court, but the children have nothing to say about it. In my opinion, Billy is right, and they should consider the matter.

I have asked my own daughter in the eighth grade for suggestions. She says that children are always interested in crime stories, and all listen to them over the radio, "But they are always old. I never heard anyone talk about a child." It may be regrettable that children do listen to G-men and pirate stories. But the fact remains that they do, so an interest is there to start with.

My first suggestion to Billy would be that a group of the boys and girls themselves decide who are the children in their school who are getting out of hand, and after discussion of the matter among themselves, with their parents and the teacher, do something about it. They might invite these children to play in a game, see that they got better looking clothes, take pains to say "Hello," or eat lunch with them, invite them to the club to discuss behavior in the school yard, teach the girls to dance, the boys to do something or other. Better yet, let them discover what these children do well, and learn from them.

Several years ago I made a speech in Texas. A row of small boys on the front seat asked me questions that were harder to answer than those of their elders.

. . . keep out of trouble . . .

JESSIE TAFT, Pennsylvania School of Social Work, Philadelphia

I FEAR I am stumped—I have no idea what to tell Billy that he could do except to try to keep himself out of trouble. I question such programs for children—as I question mental hygiene, sex education and the like, but meantime you have to answer Billy and you have my sympathy.

. . . not by talking about it . . .

SANFORD BATES, Boys' Clubs of America, Inc., New York

MY idea would be to tell Billy Cogswell to do his lessons well and aim to be that kind of leader on the playground and in his spare time to whom his associates may look up.

I have little sympathy with the altogether too obvious crime prevention movements among adults and even less as far as children are involved. If crime is to be prevented it will not be by talking about it. The best way to prevent it is to force interest in crime out of the minds of children by putting something better in its place.

. . . discussion of virtues . . .

ALBERT B. HINES, director, Madison Square Boys' Club, New York

I AM not in favor of acquainting children with the machinery of crime, but I see no objection to boys discussing their own situation and why their friends got into trouble. There is a play called "Fingers," published by the Big Brother Movement, which our boys have done three or four times and the effect has been good on the boys themselves.

I should think a group of this age would get a lot out of discussion on some of our basic virtues such as honesty, integrity, loyalty and good sportsmanship. A group of this type might be interested in making a survey of community resources as to the number of candy stores, pool rooms, saloons, churches, recreation centers, and so on. One of our group clubs of this same age made a study of boys on the streets in the afternoon, evenings and on Sundays. Another group made a survey of the games boys and girls played on the streets. Under wise leadership, these surveys can be interpreted and valued as to their character building value and crime prevention possibilities.

. . . the positive approach . . .

JAMES E. WEST, Boy Scouts of America

BILLY'S letter asking for information on crime and its prevention, which can be used by his class at school, provokes a great deal of thought. Like letters from children which we have received, it indicates that teachers are attempting to give practical content to classes in civics.

We of Boy Scouts of America believe that the best approach toward crime prevention is the positive one, with leadership and activities fostering *normal* living. We go further, and attempt to increase that group of people who have a regard for, and desire to contribute to, the welfare and happiness of others. Our experience has indicated that this mode of living can be made attractive and challenging, even in terms of childhood interests and recreation.

Perhaps more should be done toward sharing with children the problems of crime and the loss which it causes to life and society. I would insist, however, that what is done should be handled so that crime does not receive undue emphasis; that it be presented without glamor, that it bear no challenge to adventure. As health education is presented positively, rather than through the horrors of disease, so should the normal goal of good citizenship be presented positively. As disease in health education receives minor and indirect attention rather than emphasis, so may crime be treated in the education of children toward active citizenship and good character.

The school may foster the positive approach in the classroom directing the child toward the teachings of his home and church—relationships which may need cementing. The school, in recognizing the need for positive influences during leisure hours, might well lend its encouragement toward membership in any of the several organizations active in this field.

It is at this point that our experience in supplying to the boy who is a Scout, the idealism of our Scout Oath or Promise and the Scout Law as well as the ideals of service contained in the practice of the daily Good Turn, has indicated an effective and constructive approach to the promotion of good citizenship among boys. A host of case studies reveal how potential delinquency has been translated into desirable conduct through the positive force of these ideals.

In this process, the influence of the gang, as Thrasher and Puffer and many other students of boy life have pointed out, is a potent force. When that gang is

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a Boy Scout Troop or Patrol, operating under the leadership of a man of character, with the Scout ideals as a pattern upon which "the gang" bases its traditions, then indeed constructive citizenship is the outcome.

Obviously, it must not be inferred that unless a boy belongs to such an organization as Boy Scouts he will become a delinquent; but certainly it can be maintained, in answer to Billy's question, that participation in such a program, supplementary to the home, church and school, offers one of the best assurances of the production of citizens who not only live within the law but more than that, have the capacity to care about others.

. . . be a square guy . . .

WINTHROP D. LANE, director, New Jersey Juvenile Delinquency Commission

DEAR BILLY: Is your grade just studying the subject of crime and its prevention among children, or do you yourself want to help actively to prevent crime among children?

The editor of the *Survey Midmonthly* seems to think that you and your classmates want to do something active to help prevent crime among children. Personally, Billy, I don't believe that there is very much you can do except to be a square guy yourself, keep out of serious mischief, and act toward other boys and girls in the same decent and loyal way you would like them to act toward you. Your good example will count for more and have more influence than almost anything else you can do. Keep your word; try to understand other people and their troubles and characteristics; and have a good time without trying to get it in ways that interfere with the rights and happiness and property of other people. You are old enough to do all this.

As you grow older, try to learn more and more why people do the things they do. Delinquency and crime, you know, are only ways of behaving or acting; and there are reasons for all ways of behaving or acting. One of the exciting things about being alive today is that we are learning more and more about why people do the things they do; and of course that makes it easier to prevent bad behavior from the beginning. As you grow up remember to do all that you can to make sure that children have the things they need in childhood, and have a real chance for a full, happy life. Some of the things they need are love, understanding, sympathy, friends, a good time, play, good food, clothes they are not ashamed of, a good place to live, and some grown-ups to give them all the help they need. So don't be too quick to condemn people who do wrong things and get into trouble, but try to keep on learning how you can help to give all children a chance to get the right kind of start.

If you and your classmates just want to study crime and its prevention, why not invite a probation officer, a juvenile court judge, a teacher (one from a college, maybe) or a social worker to come over from Dallas or Fort Worth and talk to you and your classmates? Those cities are not far from Sherman, and they are big cities and there are people in them who could be very interesting to you. Perhaps your teacher could invite a doctor or a psychologist or a psychiatrist—if you don't know what those words mean, ask somebody—to come and talk to you. You might have several kinds of talks—one from a chief of police, one from a judge, one from a social worker, one from a psychiatrist, and so forth. These people could not only talk to you about crime and its prevention, but they could tell you things that are going on right in Texas, and in your own part of Texas, that would help you to understand just what they mean. Perhaps there are people right there in Sherman who could talk to you in the same way.

If you have a juvenile court or a probation officer in Sherman why not ask the judge or the probation officer to come and tell you about some of the people who commit crimes and how they treat them.

The trouble with almost all books about crime is that they are written for grown-ups—and most of them are either very dull or too hard even for grown-ups.

Still, you might try some of the chapters in Life and Death in Sing Sing, by Warden Lewis E. Lawes. If you don't like it, try it again when you are a freshman in highschool. Write to Miss Katharine F. Lenroot, chief of the Children's Bureau, U. S. Department of Labor, Washington, D. C. for a pamphlet called Facts About Juvenile Delinquency, Its Prevention and Treatment; you can get as many copies as you want for 5 cents per copy. Write also to the National Committee for Mental Hygiene, 50 West 50 Street, New York City, and ask them to send you some of their pamphlets. But better yet, get some of those teachers and social workers from Dallas and Fort Worth to come over and stand right up in front of your class where you can *put them on the spot and ask them all the questions you want.*

P. S. Earl R. Parker is the chief probation officer of the Dallas County Juvenile Court, and can be addressed in care of that court, Dallas, Tex.

HANDMADE WAR AND PEACE

Boys of the Cougar Club of the Irene Kauffman Settlement, Pittsburgh, Pa., made a little war and peace of their own. Using orange crates, furniture boxes, plaster of paris, sponges and a little paint, the "cougars" built a before and after village, thereby gaining by the handcraft method a notion of one of the things that war means. The project cost about $5 — and well worth it, say Sidney A. Teller, settlement director, and Harry Ratner, father of this idea, to which some 300 "cougar-hours" of time were given.

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German Emigrés Help Each Other

By TONI STOLPER

OF all the problems which Hitler has presented to the world, one of the harshest is that of the refugees. The "unbloody revolution" of totalitarianism has uprooted from the home soil an unholy harvest of human lives, to wither as they may. There have been other mass emigrations in history, but never before have emigrants, before leaving their homeland, been stripped of their personal belongings by that modern invention, exchange restrictions; never before has a body of emigrants been expelled from such a highly specialized industrial society as that of Germany. Never have emigrants faced a world more reluctant to receive new men, new problems, new unemployed.

Most countries in Europe and many overseas have shut their doors firmly against German emigrants. Some countries have permitted them to cross frontiers, but have denied them the legal right to work, thus pauperizing them or compelling them to move on. All degrees of rigidity exist in the details of anti-emigrant practices. Taken together they constitute an appalling human tragedy.

In its treatment of the problem the United States has conducted itself in a manner worthy of its best traditions. The authorities have contrived to be humane even when complying with restrictive post-war immigration regulations. If the prospective immigrant could show guarantees against becoming a public charge, he and his family were admitted with rights and privileges wholly comparable to those of the American born. And now, in this sixth year of Hitler domination, the first of these immigrants of German extraction will take the oath of allegiance to American ideals.

As the country itself maintained its honorable traditions toward these tragic emigrés so too did the American philanthropic spirit. Promptly in 1933 Jewish and Christian committees were formed to aid German refugees with the promise that not one refugee on American soil should be without food, shelter or counsel. Large sums of money were raised, and are still being raised, to fulfill that self-imposed pledge.

In this atmosphere of humane generosity the first few hundreds among the approximately eighteen thousand Hitler-immigrants in America began to lift their heads above their personal needs. From the outset of the German exodus, of course, friends have been cooperating closely in mutual aid. Presently it appeared that this cooperation might be organized as a form of self-help made available wherever the need was greatest. At the end of 1936 a few dozen persons in New York and New England—not in any way outstanding by reason of their names, position or means—came together and worked out a system of self-taxation. It was not a charity in the usual sense. From the beginning publicity and overhead expenses were excluded rigorously. Men and women approached their emigré friends for contributions and as every contributor became by that fact also an organizer, the group spread over the country somewhat in the manner of a chain letter. Nothing was needed to unite them but a very clear statement of very simple principles—in form, only a single typewritten sheet. Clear principles are a potent means for setting people to doing something.

However simple, these principles were somewhat unusual in these days of increasing denominational egotisms. The proponents refused to take their cue from Hitler in dividing up German men and women into mortal enmities. This was to be a self-help effort by and for German emigrés irrespective of political or religious creed, denominations or race. With humanitarianism as a paramount principle, a simple, swiftly working scheme was set up in the United States as a supplementary activity to the work done by the American committees. Help is given only where some urgent need arises before the committees are able to act and in a few instances where cases are not eligible for the denominationally organized American aid.

THE urgent task of the German self-helpers was outside of this country. Small committees of trusted friends were set up in the European centers of German refuge where day by day a great variety of "cases" cropped up for whom no quick, adequate and impartial help was available from local resources. In Paris, Prague, Zurich, Geneva, Brussels, Amsterdam, Vienna (until recent events made German refugees German victims once more), these centers operate. Here regular monthly contributions in increasing amounts are aiding great numbers of destitute and despairing individuals, frequently of the highest cultural standing. In Prague, for example, $5 to $10 a month will save families from literal annihilation until they may be set to thrive in some better soil. In countries all over the world money raised regularly by this self-help appeal has aided individual cases. This aid, offered in the spirit of understanding friendship, has served as an effective support to the morale of many a hapless and helpless victim of blind hatred.

In its first year, Self-Help for German Emigrés, Inc., (Post Office Box 62, Station N, New York) raised $10,000, most of it in monthly instalments varying from 25 cents to $20. Contributors and income are constantly growing but still are desperately behind requirements. A majority of the contributors are themselves so hard pressed and struggling that their conscientious self-assessments and the regularity of their contributions are a source of constant amazement to the management. American friends are helping to provide the small overhead costs.

The Nazi sweep over Austria is of course making new and compelling demands on the resources of these committees wherever they are located. The need is poignant and pressing as German refugees in Austria who hitherto have contributed to the fund become, perforce, its beneficiaries.

As this is written, word comes that the seed of the self-help movement of Germans for Germans has taken root in England, and that an organization following the pattern made in America is throwing out branches.

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The Common Welfare

Relief Must Go On

SPRING sunshine has been powerless to dispel the darkest cloud that hangs over our national sky—the problem of unemployment and relief. The changing season has brought comfort only to the opportunists. "Before another winter," they say, "we'll have time to turn around." But turn around on what? On business and industrial recovery? We turned on that a year ago, and look what happened. On a bigger WPA program? We have it now, two and a half million people at work but with no certainty of what will become of them when current funds run out at the end of June. On the report, due this month, of the Senate Committee on Relief and Unemployment? [See *Survey Midmonthly*, February 1938, page 35.] Well, maybe. But assuming that that report comes forth clothed with the wisdom of Minerva it still would have to run the gantlet of realistic political expediency. So where are we, and where are the millions of hapless folk consigned to depths of need unplumbed by WPA or neatly devised categories?

Meantime every measuring rod sunk in what Edith Abbott calls the "great relief pool" stirs up evidence of its depths. An inquiry by the American Association of Social Workers in representative areas in twenty-eight states disclosed "shockingly low standards" as a result of attempts to spread resources over growing needs. In many places the association reports:

> Relief allowances, already below levels necessary to maintain life and health, have been further pared; relief has been made hard to get and difficult to endure; medical care and clothing allowances have been eliminated; administrative expenses have been slashed arbitrarily; relief offices have been closed periodically; new applicants are being refused.

No one holds that relief per se will solve the problem of unemployment, but only an ostrich will argue that the sequellae of that problem, masses of helpless people unable to sustain themselves, can be left to blind fate while statesmen, economists and politicians struggle for a solution. Relief—bigger probably, better certainly—must go on until a way is found to pass the miracle that will put people back to work.

A Long Step Forward

NEW YORK, home of the "giant" insurance companies, now has a law permitting savings banks to write life insurance along the lines of the Massachusetts experiment, launched thirty years ago under the dynamic leadership of Louis D. Brandeis. [See *Survey Midmonthly*, March 1938, page 78.] As an alternative to so-called "industrial" insurance, with its high costs and meager benefits, savings bank insurance has been found to afford increased protection and substantial economies for its policy holders.

The day after the favorable vote on the Livingston-Piper bill, which had had the vigorous and effective support of Governor Lehman, three Brooklyn savings banks announced that they would establish insurance departments as soon as the law permits, January 1, 1939. These banks were active in the campaign in behalf of the measure. In general, the 134 savings banks in the state were opposed to the bill, as were the Massachusetts savings banks when the Brandeis bill was pending.

Like the Massachusetts plan, the Livingston-Piper bill does not permit savings bank insurance departments to employ salesmen or house-to-house collectors. Those desiring insurance must come to the bank and buy it. Insurance funds are to be kept separate from the savings deposits. The measure requires legal reserves, and investments are limited to the conservative classes of securities which are allowed for savings deposits. Further, each bank is required to contribute to a general insurance guarantee fund.

The Savings Bank Insurance League, headed by William Jay Schieffelin, is now undertaking an educational program to inform the public as to the provisions of the new law. With the encouragement of the New York victory, those interested in savings bank life insurance are already planning an active campaign on behalf of the plan in other states, notably Rhode Island, Connecticut and Pennsylvania, where the state banking and insurance laws make the scheme possible and provide the necessary safeguards.

Lands of Refuge

"IT is only fitting that the United States should take the lead in an international movement to offer refuge to persecuted minorities. From its earliest days this country provided a haven for those who were forced to flee their native homes because of religious and political oppression. . . . Refugees have proved themselves through the years to be our finest citizens. It would be cruel, illogical and entirely out of keeping if we were to close our doors to them now." These words of William Green, president of the American Federation of Labor, aptly express the wide commendation of the invitation of the United States to nine European governments and all the American republics to cooperate in a plan to provide asylum for oppressed minorities from all lands. That invitation was this country's first official pronouncement on the plight of those outlawed by recent acts of despotic governments abroad.

It is not proposed to throw wide open the door of this or any other country regardless of present quota restrictions or of general economic conditions. It is proposed, however, that all countries shall welcome refugees in such numbers as their present laws permit, cooperating to care for the maximum number. Ultimately, without doubt, an official international body will be set up. Granting most generous official cooperation, however, it must be remembered that the cost of migration and settlement must be borne by private individuals or agencies. Hence this gesture, which has stirred the world, cannot be effective fully unless the challenge to potential donors is met.

A Housing Program

ORGANIZED a year ago with little publicity and on the premise that any housing program to become effective must be the product of the joint wisdom of all interests concerned—civic, social and business—the Citizens' Housing Council of New York began early in March a series of public meetings on the preliminary reports of its

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subcommittees. These staked out four points in a rounded 20-year housing program. They called for the building of 31,000 assisted and 53,000 unassisted units annually; and, as a stop-gap, for the rehabilitation with public funds of at least a part of the old law tenements. They looked to the forthcoming State Constitutional Convention to open the way for increased state and local financial aid to public housing authorities, for loans to cooperatives and to limited dividend corporations, and for broadened powers for excess condemnation and the acquisition of reserve lands. They recommended complete and immediate revision of New York City's zoning regulations and the development of the city's residential areas into self-contained neighborhood communities.

These reports, together with later ones dealing with management and with the re-housing of tenants, will afford the groundwork for a combined report which will be a composite of the best thinking of experts.

Planned Parenthood

AFTER its signal advances in 1937, the birth control movement in America is taking next steps. With legal and medical sanctions largely established [see *Survey Midmonthly*, February 1937, page 48] extension of birth control facilities into the public health services is under way. Already, more than a hundred birth control clinics receive entire or partial support from public funds, some forty of them connected with city and county health departments. Several states have put such programs into operation but nonetheless the newly organized Citizens' Committee for Planned Parenthood points out that, "because of lack of public understanding a human and social need has been subjected to furtive and dangerous exploitation." The committee, sponsored by the American Birth Control League, is launching a nation-wide campaign. Its object is to mobilize public opinion and provide means whereby scientific birth control information can be made available to every married couple needing it.

Hurdles to Hopes

"THE public will watch it both with envy and with hope," said Dr. Richard C. Cabot, a few months ago, in characterizing a plan by which nearly five thousand average citizens of Washington D.C. sought to secure up-to-date medical services through a group plan. [See *Survey Midmonthly*, December 1937, page 383.] Since last October, when the Federal Home Loan Bank Board invested $40,000 in the Group Health Association to forestall its own estimated annual loss of around $100,000 from sickness of employes, this cooperative health-buying unit has been a lodestar of public interest, most of it favorable.

But the District of Columbia Medical Society dissents.

Scarcely was the Group Health Association announced when the society opened fire. Today GHA faces hurdles, high but probably surmountable with a vigorous boost from public opinion. The district attorney and corporation counsel have ruled the Group Health Association illegal. Now the association awaits an answer to its petition for a declaratory decree, filed with the federal district court. William Kilpatrick, president of the association, has announced also that suit will be brought against the Medical Society for "conspiracy" to prevent free choice of staff physicians by GHA and of staff physicians by members.

Even more impeding are functional difficulties which the opposition has raised. Hospitals have discontinued services and courtesies to GHA staff physicians and Medical Society opposition has made it virtually impossible for GHA to recruit a staff of physicians in Washington. Recently it expelled on technical charges the one GHA physician who still retained membership in the society.

Meantime, for a monthly $3.30 per capita, GHA members are receiving medical services which, from all reports, are thoroughly satisfactory to them.

Free for the Future

IN order to "free the future from frozen funds and 'tired' endowments" the Rockefeller Foundation and the General Education Board have acted to liberalize provisions affecting endowments of $51 million given to date by the foundation and $148 million given by the board.

The new terms provide: that ten years after the date of the gift the income may be used in whole or in part for purposes other than those originally specified; that after five years 5 percent of the principal may be used each year for other than specified purposes; that after twenty-five years the principal may be so used. In each instance it is stipulated that the new purpose is "to be as reasonably related to the old purpose as may be found practicable, having regard to intervening changed conditions."

Gradually the organization structure through which the Rockefeller benefactions have been dispensed for twenty-five years—the foundation was incorporated in 1913—is being simplified. The Laura Spelman Rockefeller Memorial was merged with the foundation in 1929. Last year the International Education Board was liquidated, and the General Education Board is now approaching liquidation. Of the future Raymond B. Fosdick, president of the foundation says:

> How long the Rockefeller Foundation may continue depends upon the opportunities for expenditure that lie ahead.
>
> The temptation to visualize the future in terms of the present—to think of the needs and methods of today as having a sure claim to immortality—is one which confronts trustees as well as founders of philanthropic foundations. . . . In endowing what they thought was of permanent importance, earlier generations made wrong guesses which embarrass us today. How can we assume that our guesses have any greater validity or are made with any clearer foresight?

And So On

IN an effort "to look at a hot world with cool heads" scientists, professors and officials held a three-day conference in Washington last month under the chairmanship of Eduard C. Lindeman of New York. Among those participating were John A. Kingsbury, Margaret Sanger, Prof. Charles A. Beard, John Ihlder, Prof. William H. Kilpatrick, David Cushman Coyle, Robert P. Lane and Lawrence K. Frank. • • With the passage of enabling legislation in Virginia and California, thirty-two states now have laws under which they can share in the benefits of the federal government's slum clearance and low cost housing program. With the exception of Illinois, Massachusetts and Montana, all these state laws provide for tax exemption or remission on projects built under the Wagner-Steagall housing act. • • The Civil Service Assembly of the United States and Canada is undertaking a nation-wide survey of civil service operations from which it proposes to prepare an authoritative guide to policies and practices in the field of public personnel administration.

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The Social Front

Relief

THE clear-cut clash between the WPA program, which goes forward with the unflagging endorsement of the administration, and the general relief program for federal aid to states and localities, which is proposed by a Citizens' Committee of the Community Mobilization for Human Needs, came squarely to issue at a recent Washington meeting of the 1938 Mobilization, under the aegis of Community Chests and Councils, Inc.

In welcoming the conference at the White House President Roosevelt expressed his cordial approbation of the work of the private social agencies, but stated also that he is "definitely committed to the giving of jobs instead of relief." Mentioning also federal supplementation of state social security programs and the responsibility of states and localities for unemployables, the President held that while "the national economy does not now permit" WPA jobs for all the employable needy unemployed, the federal government is however providing WPA employment in the great majority of such cases.

At a session immediately following the one at the White House, Charles P. Taft of Cincinnati, chairman of the 1938 Mobilization, said, "We are evidently in the position of disagreeing with the President of the United States on a matter of vital national policy, the problem of relief and unemployment." Mr. Taft emphasized how far the WPA program falls short of giving employment to all "unemployed needy employables," and insisted that the program of the Citizen's Committee [see *Survey Midmonthly*, February 1938, page 37] was not opposed to WPA as a works program but asked only for "decent care for all those on relief instead of the creation of a doubly underprivileged group representing about 60 percent of the load today who are left to local resources, more than half of whom are employables not distinguishable in any sound way from those on work relief."

"We advocate a flexible national relief program," he added, "including work relief, sensitive to local needs and managed by local officials but financed jointly by federal, state and local government. . . ." Mr. Taft expressed the opinion that, even if WPA jobs were provided for all employables, local relief for unemployables, without federal supervision and aid, still would remain inadequate, but that the combined resources of all three should provide decent and equitable relief, direct or by work programs, for all persons in need.

A vote by show of hands of the 400 delegates from 150 cities showed not a single negative to Mr. Taft's question: "Assuming cooperation on the part of the federal government, how many of you think that the proposed program could be made to work better than the present relief program?"

Relief in Chicago—Again faced with the prospect of exhausted funds for relief purposes, Chicago now sees the end of April as the deadline, so far as present provision goes. Unlike former crises, however, this one has been receiving attention in advance. Clients, social workers and the press have been saying, "Our relief funds will be used up by the end of April." The clients, the Workers' Alliance and social workers with labor union affiliations have demanded attention to the impending situation. Chicago relief administration case workers are laboring under a load of around 300 families each; the city is paying only half rents; the number of single men in shelters has increased by 65 percent since November 1937. Clients in picket lines allege that only about a third of the sales tax collections in the state treasury actually are being used for relief purposes and that there is now in that fund about $80 million.

New York's Relief—Nearly a year after Mayor La Guardia's appointment of a board of survey to study New York City's relief set-up and the problems involved in its transfer to the city's permanent department of welfare, the board has reported that "we sincerely wish that all our citizens could know the facts as we now know them. . . . There would be fewer idle and silly stories to the effect that relief money is to be had by any who ask for it, or that vast sums are being spent extravagantly, with little check."

Although New York relief standards were found to have increased during the past six years until now they are higher than in any other of the country's ten largest cities, they still reach only about 70 to 75 percent of the "emergency standard" of living defined in two recent, WPA-published studies by Margaret L. Stecker. A preliminary "leak" of the report into the newspapers stressed this deficiency and the failure of the city to make any regular provision for clothing or personal expenses, but the report as finally released tempered its emphasis on this deficiency by pointing out that "the present resources available to the city have made it impossible systematically to include these items in every relief budget."

Matters of administration and method constitute the major recommendations of the board of survey, which was headed by Peter Grimm, business man and former president of the Real Estate Board of New York, with Donald S. Howard of the Russell Sage Foundation as survey director, Philip Ryan of the Committee on Care of Transient and Homeless as his assistant, and Hugh R. Jackson of the State Charities Aid Association as consultant. The *New York Times*, commenting editorially on the report deplored the illogic of relief supplementation of unemployment compensation (during waiting periods and when benefit is insufficient), as recognized in the report, and its failure to discuss the "62 percent of persons on home relief who had received some form of relief continuously" since they first received such aid. The complete report, of which the present release is a summary, was scheduled for later publication.

Important lacks and needs which the board of survey found in New York's present relief set-up were presented in a series of recommendations. In essence these included:

Insufficient information with respect to individual recipients to make possible proper control, interpretation and plan of relief programs.

Too many emergent demands upon the time of investigators and supervisors to allow for adequate rechecking of eligibility. In this regard, work involved in WPA certifications or lay-offs, resulting from sudden changes of program, and special studies and investigations in general were mentioned.

More effective effort needed for rehabilitation and return of beneficiaries to self-support through cooperative effort of public and private agencies.

More administrative assistance for the commissioner of welfare.

Longer-range planning, to be made possible through longer-time appropriations of funds.

A citizen's board, without administrative responsibility, to advise on broad matters of policy.

More centralization of certain administrative, consulting, clerical and reporting services; further decentralization of all direct services to beneficiaries and applicants.

Adjustment of varying standards of need now found between categories.

A strong field organization to coor-

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dinate and supervise activities of local district offices.

General "lift" of personnel standards.

After due preparation for the change, assignment of investigators by territories rather than by categories of relief.

Formulation and publication of regulations relating to the right of relief applicants to appeal disputed decisions. Establishment of appeals boards or offices apart from district relief offices.

Current Crisis—The prevalent animosities between states and cities over the division of responsibility and of tax funds for relief needs have reached into New York and caused sharp interchanges between Governor Lehman and Mayor La Guardia. More serious, they have resulted in a 10 percent cut in the city's relief allowances. The trouble began with the action of the state legislature last year in taking over, for the state's uses, large revenues formerly collected by the city from public utilities' taxes. This action, says Mayor La Guardia, has caused a loss to the city's relief funds of about $12 million. Governor Lehman argues that New York City is refraining from using existing taxing powers and from complete enforcement of sales tax collections. He contends that by these means the city could raise any funds needed for relief and that it is therefore not necessary for the city to cut relief allowances. At this writing an attempt by Mayor La Guardia to raise additional relief money through a proposed new program of city taxes has been "deferred" by the City Council.

Social workers, clients and the press urged amicable solution of the intramural squabble by some means other than at the expense of relief clients. The legislature adjourned granting Mayor La Guardia only extension of present taxing powers for one year and permission to charge to the city's relief funds $500,000 to bolster its tax collection agencies. The mayor then issued a statement warning the legislature that a special session on relief will have to be called. An extra large allotment of federal surplus foods—a resource not subtractable from relief allowances—became available opportunely just as relief cuts were going into effect. This, it is hoped, will help to ease the situation for relief clients. Relief loads, meantime, are rising steadily at the rate of about 2100 new cases a week.

Public Assistance

A VERITABLE craze for initiative petitions to amend state constitutions in regard to old age pensions seems to be springing up as a logical heritor of the various Townsend plans and their ilk. A non-partisan league in Omaha, Neb. proposes an amendment which would provide, for all residents over sixty-five, $30 a month pension, $75 a year medical expenses, and $150 death benefit.

Initiation of three new bills for old age pensions is being agitated in Oklahoma, which has already its share of troubles with suspension of payments by the Social Security Board as of March, until the state complies in important respects with the social security act and the state public assistance law. [See *Survey Graphic,* April 1938, page 203.]

In California a proposed initiative amendment would give $30 a week to all persons of fifty or over, by which provision a man and wife who did not employ a servant could draw a joint income of $60 a week. The proposal would make employers ineligible for pension.

In Missouri, universal old age pensions to all persons over sixty-five are contemplated in a proposed initiative amendment. Means tests would be barred, but the state would hold a lien against property of pensioners which at death would reimburse the state for the amount of assistance paid—presumably when, as and if such amount existed. Missouri is laboring under the burdens of its present old age assistance program. A slow reduction of the rolls is being effected which, it is anticipated, eventually will reduce them (by about 10 percent) to an approximate 68,000 persons. Originally it was estimated that about 10,000 Missourians would be eligible for old age assistance.

More Progress—For twenty-nine years an orphanage has been operated on land adjoining the poor farm of Boone County, Ind. Welfare workers recently succeeded in closing the orphanage by finding relatives who would care for the children and by securing awards for the needy ones under the aid to dependent children provisions of state and federal social security laws. In 1936 the orphanage was operating at a monthly per capita cost of more than $30 per child and giving care which the *Indiana Welfare News* describes as "practically overshadowed by the bleak, brick walls of that institution for the poverty-stricken, a thoroughly unwholesome atmosphere . . . for children entitled to rearing amidst normal environment." The net result of the new arrangement is a saving of money for the county and vast benefit to the children.

Recently Franklin County, Ind., also closed its fifty-two year old children's home, by finding boarding homes for the child wards of the county, making use of social security funds for dependent children. Similarly, fifty-two children were removed recently from the Knights of Pythias Lodge at Lafayette, Ind. where they had been housed in an institution with the aged. With the aid of social security funds, placement with relatives or in boarding homes was made possible for all the children in the lodge. Officers of the order acted on the advice of the children's division of the State Department of Welfare. Placements were made within a six-month period by Gladys Spencer, a children's division worker, who first lived with the children in the institution for a time in order to know their inclinations, and followed this with visits to relatives and talks with parents and county officials.

Form to End Forms—Says *Minnesota Public Assistance,* "It had to come—a form to keep track of forms." The Le Sueur county welfare board of that state has designed a form—"ingenious and simple"—with which to keep a quarterly inventory of forms and other supplies. Among many forms listed are those for old age assistance, aid to dependent children and the blind, child welfare, state relief agency, audits and finance, social data cards, statistical cards, county form letters, warrants, and so on and so on, far into the month.

One Out of Five—In Colorado the total number of dependents now receiving some kind of public assistance or relief has climbed to nearly 100,000 or one person out of five of the population, State WPA Administrator Paul Shriver estimates. Of a total of 94,852 cases, many of them involving several persons, WPA has 30,500; direct relief, 19,300; old age assistance, 36,000 and the remainder are included in lesser categories. The "pension fund" was so reduced by last January's jackpot distribution, mandatory under the present state law, that payments have been pro-rated and reduced until in March they averaged only $26.50, which is less than the average pension payment before the $45-a-month law went into operation. . . . At a cost of more than $11 million a month, Michigan now aids through its various programs of public assistance more than a million persons, or about 22 percent of its population at the last census. The total includes 70,487 old age assistance recipients who receive an average of $18.90 each.

The Aged in Homes—A study of institutional care of the aged in Allegheny County, Pa., covering 83.3 percent of the county's total bed capacity, public and private, for care of this group, has been reported by Katharine Biehl and Jane Ailey in *The Federator,* publication of the Pittsburgh and Allegheny County Federation of Social Agencies. It was found that in private institutions—less than 20 percent of all agencies—the average bed occupancy is nearly 20 percent higher than the average occupancy in public institutions of this type. The explanation offered by the researchers lies in the difference in type

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of service given. In the main, institutional care in private homes for old folks is long time care. A person entering such a home usually contracts to remain there for the rest of his life, paying as his entrance fee such money as he has or assigning his insurance or some other asset. Since turnover in private homes for the aged depends largely on the deathrate, such agencies can operate at near capacity, or with a waiting list.

On the other hand, public institutions for care of the aged, like hospitals, must have a larger reserve of empty beds for heavy seasonal demands and to care for a large group of transient and homeless. Many patients are only in the institution a short time before assignment to some other type of care. Many are indigent and some require continuous medical and nursing care. For all these reasons, public institutions for care of the aged maintain a lower rate of occupancy than private.

Since the homeless and aged are better able to maintain themselves in milder weather, public homes serve fewer individuals in summer months than in winter. Private agencies, on the other hand, find their beds tending to fill up in summer months and to be vacated in winter, when the largest percentage of deaths occur, according to these findings.

A report on old age assistance recipients living in institutions for the aged in Allegheny County (as of October 1937) has been prepared for the county Mothers' Assistance Fund by Lora B. Pine. The report finds ninety old people who receive assistance living in nine private institutions. They present an age range from seventy to one hundred years and receive grants ranging from $4 to $30. "According to the best information available," says the report, "the per capita cost of maintaining each recipient in the institution is in excess of the sum paid by the recipient of old age assistance."

Public Welfare

DRASTIC change is in prospect for Massachusetts' time-honored policy of total local responsibility for administration of public relief. A special commission on taxation and public expenditures, appointed by the 1937 legislature to study the state's financial problems, selected welfare and relief as the subject of its first report. With its eventual goal more efficient and economical use of state tax money, the commission found much to criticize and many recommendations for change in the state department of welfare. The fat report which it devotes to the subject aims largely at administration and relationships between state and local public relief machinery. The report takes a long look at the whole problem of relief, its recent history, present size and involvements and probable future—including the anticipated day when the burden now carried by WPA may fall on states and localities.

Failure of the state welfare department to exercise what the commission considers to be proper supervisory functions over local administrations, failure to use efficiently the department's existing staff and set-up, failure to coordinate services within the department are only a few of the charges brought by the commission. Not the expenditure of more money but better use of the money now spent and improved application of civil service in filling jobs were suggested as remedies for some of the difficulties. The need for financial assistance from the state for local relief costs is recognized. Some definite recommendations for new legislation are made, among them the elimination of "settlement" with all its complications, as a step towards simplification of relief administration. Finally, the commission proposes new taxes to meet, in a rational and systematic way, the future costs of dependency which it sees as a permanent, inescapable burden.

Following the publication of the commission's reports, it is expected that public hearings will be held.

Conference—At the call of the president of the Essex County unit of the Overseers of the Poor of New Jersey, five neighbor counties met recently for a public welfare conference. Besides the overseers, social workers from many fields in the area represented—public and private, state and local—got together over their problems in a meeting which served both as education and as a discussion forum. Staff members from various branches of the state Department of Institutions and Agencies discussed the correlation of their work with that of the overseers.

Citizen Committees — The New York State Charities Aid Association has begun a long time effort for statewide, county by county organization of unofficial citizen committees, their purpose to study and promote understanding of local public welfare effort and its improved administration. With the current growth of official welfare agencies, the SCAA feels that local departments "need also the assistance, advice, and constructive criticism of informed, independent local public opinion if they are to function effectively . . . and also . . . state-wide support for influencing state and possibly federal action on welfare matters." Commenting on the new plan, which in many counties will be developed from the SCAA's pre-existing citizen committees on child welfare, Homer Folks, secretary, pointed out that the plan is directly in line with the association's methods during all of its sixty-five years.

Certain staff organization changes within SCAA have been made to facilitate the new program. James T. Brunot, a regional field representative for the bureau of public assistance, Social Security Board, heads the new set-up, which will be known as the public welfare department. With it will be merged the present work of the county children's agencies of the SCAA. H. Ida Curry, who has been superintendent of the children's agencies department is consultant in the new division; Helen Van Orden Kerr is field supervisor; Bess Williams and Kathleen Hambly, regional secretaries.

Against Crime

GEORGIA'S well but not favorably known "chain gangs" were officially relegated to the past by legislation passed during the recent session of the state's general assembly. Governor Rivers some time ago invited the Prison Industries Reorganization Administration to study and report on prisons and prison labor in Georgia. Acting on a PIRA report, prepared with the cooperation of state prison officials and legislators and presented to the governor last fall, the assembly took up the whole question of necessary legislation for penal reorganization. Austin H. MacCormick, New York City Commissioner of Correction, recently was called in as consultant to help in making new legislation effective.

As one result of the assembly's action, the chain gangs, press reports say, will be converted into "public work camps" for "honor" prisoners, with a policy of "no more shackles, whipping or sweat boxes." Incorrigibles will be sent to stone quarries.

The recommendations presented by the PIRA included: establishment of a new receiving unit and adequate facilities for classification at the new penitentiary at Reidsville; initiation of a new vocational and educational training program; development of state-use industries (at Reidsville); revision and strengthening of probation and parole laws to provide a modern system with a staff selected on a merit basis; provision of a new central penal board; retention of the present Prison Commission as a parole board; provision that all prisoners be under state control and not distributed in county camps; building of a new penal institution of the cottage type for women.

Self-Interest Appeal—The Women's Prison Association of New York, in recounting its ninety-third year's accomplishments, stresses the physical improvement which has been gained through appeal to the "intelligent self-interest" of girls who come to the association for help. "We explain to each new case exactly what her problem is in obtaining

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adequate safe treatment and how we propose to help her solve that problem," Dr. Adele E. Streeseman, medical director, reports, referring particularly to efforts to combat syphilis. "Even in this group in which a number of recalcitrants might reasonably be expected, we have never had a girl who refused treatment," she says, adding that these cases show better than average persistence in the long course of syphilis treatment and usually continue until discharged by clinic doctors.

News Briefs—With the appointment of a series of citizen committees, Harold G. Campbell, New York City's superintendent of schools recently launched a "concerted attack on juvenile delinquency and maladjustment." The plan grew out of a recent report submitted by the boards of education and of superintendents. Each committee will concentrate the attention of a well-qualified membership, including many prominent social workers and educators, upon a specific problem of delinquency. . . . The research department of the Washington, D.C. Council of Social Agencies, taking a statistical look at the population of Lorton Reformatory in the district, discovered that of 1572 inmates sharing the institution's hospitality, 359 or every fourth prisoner was a non-resident. Largest numbers of outlanders came from North Carolina, Virginia and Maryland. . . . A ten-lesson "course" for highschool boys, which includes special attention to police work, court procedure and criminal detection, has been inaugurated in the schools of El Paso County, Tex. The object is not to train policemen, but to give the boys and their companions a better understanding of police problems and methods, and incidentally to point out that "crime doesn't pay." . . . Salt Lake City's chief of police is working on a plan to reduce the high incidence of juvenile crime in that city by a method which resembles the now famous Los Angeles plan of city-wide coordinating councils. . . . The bulletin of the International Association of Chiefs of Police recently reported that the Los Angeles County Crime Prevention Division, responsible for applying preventive or curative treatment in all matters pertaining to delinquent children, gives 24-hour emergency service to all cases of crime or dependency affecting children. Subdivisions include a liquor detail, which checks nightly on liquor-sale violations involving minors; a juvenile missing persons detail which last year located and aided nearly 8000 runaway boys and girls; a juvenile traffic detail; a "pre-delinquent detail," to check on juvenile loiterers found in suspicious situations. . . . A good library was recommended as an indispensable aid to recreation and education in the program of any penal institution when Austin H. MacCormick, New York City's commissioner of correction, spoke to a recent meeting of the American Library Association. Mr. MacCormick also expressed his belief that books and public library reading rooms as sanctuary for underprivileged youth in American cities are important factors in crime prevention.

Prison Miracle—Long-termers in the Minnesota State Prison at Stillwater had a "revelation" last fall when for the first time they were allowed to listen to a radio broadcast. Said a "lifer" who has spent thirty-nine years in prison, "I can hardly believe it. It's wonderful. It's beautiful. If I could have one of those things in my cell I could be happy for my remaining days."

Schools and Education

EXPERIMENTAL projects in the guidance, placement and occupational adjustment of youth were started last month by the American Youth Commission and the U. S. Employment Service, in cooperation with the schools and industry. Various techniques and methods will be tried in the different localities in an effort to devise better types of organization and administration, and to improve the relationships of the groups concerned. The four cities already chosen for experimentation are Baltimore, Providence, St. Louis and Kenosha, Wis., with the Baltimore program already under way. Rural communities selected are Frederick and Carroll Counties, Md.; St. Charles County, Mo.; Jefferson County, Wis. At the end of the seventeen-month experiment, the commission will make a critical evaluation and publish a report.

Propaganda—The new Institute for Propaganda Analysis, 132 Morningside Drive, New York, offers an experimental unit of study materials in propaganda analysis for use in junior and senior highschools. Though it is planned as a "teacher's guide to encouraging a scientific study of propaganda among young people" its usefulness is by no means limited to the classroom. The materials were largely developed in the course in education and public opinion at Teachers College, Columbia University. The institute is a non-profit corporation organized "for scientific research in methods used by propagandists in influencing public opinion."

Progressives Win—A year ago 941 citizens of Roslyn, L. I. signed a petition demanding that the local schools modify or abandon their progressive methods and put more emphasis on the "Three R's." Last month, the report of an investigation of the Roslyn schools made by the State Department of Education was read to the taxpayers. The report showed that in these schools, where the teachers use no basal textbooks or rely on them only as source books, the pupils attend class eagerly, truancy is minimized, and the work of the children is up to the level of their capacity. On the other hand, the report pointed out the need for a systematic plan of evaluating the work of the pupils, for an adequate record of pupils' attainments, and for coordinating working relations of schools, homes and community. Many parents attending the meeting at which the 57-page report was discussed were shocked by the findings as to the capacity of the Roslyn pupils. "It is evident," the report stated, "that on the whole the children of Roslyn are performing up to their intellectual ability, but it is also evident, when comparing the median achievement of Roslyn with the norm, that they are considerably below the average of expectation. Obviously greater average achievement should not reasonably be expected of them."

"Fit to Teach"—The Ninth Yearbook of the Department of Classroom Teachers of the National Education Association analyzes the health problems of teachers and brings together a series of practical suggestions with respect to the conservation and promotion of teacher health. The study aims to show how the school environment and factors outside the school influence the teacher's health; what the responsibility of the community is in the promotion of teacher health; how teachers' professional organizations may promote the health of their members; the duty of teachers' colleges to familiarize their students with subject matter relating to health and to guide them in health habits. The study shows that among teachers the habits which particularly undermine health are: taking too little exercise, not eating a balanced diet, sleeping too little, confining interests to a narrow range. Every day, the report brings out, 300,000 pupils are taught by substitutes because their regular teachers are ill. More than 5000 teachers in urban, village and rural schools cooperated in the study on which the yearbook is based.

Policies—The Educational Policies Commission, 1201 Sixteenth Street, N.W., Washington, D. C., states that it will attempt to complete three major pronouncements, as well as certain other reports during the current year: a restatement of the purposes of education, bringing up to date the "seven cardinal principles" of twenty years ago; the economic basis of education, an inquiry to determine the amount of education necessary to ensure maximum national productivity; a comprehensive statement

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on the structure and administration of public education in the United States; social services and the schools; the improvement of teacher education; the commission's annual summary of deliberative committee reports in education.

Guidance—The newly formed national placement committee of the University of Wisconsin Alumni Association has published a booklet giving "ten definite steps which every person seeking a job must take." . . . A "vocational first-aid for the puzzled youth" is offered by the Association Press, 347 Madison Avenue, New York, price 35 cents. Written by J. Gustav White, professor of applied sociology at Whittier College and director of the Personnel Counseling Service, Los Angeles, this booklet on Finding Your Work aims to provide practical suggestions for inexperienced youth.

Meetings—Educational Significance in Adult Activities will be the subject of the annual meeting of the American Association for Adult Education, to be held at the Berkeley-Carteret Hotel, Asbury Park, N. J., May 16-18. The meeting will be limited to members of the association, their families and invited guests. . . . The Stanford Education Conference for 1938 will be held at Stanford, Calif., July 6-10. Social Education will be the theme of the meeting. Forum sessions will be devoted to discussion of experiments, investigations, and programs in social education and social control; to appraisal of practices and trends in the field; and to interpretation of the educational implications of American culture.

Record and Report—Food for Forums, a mimeographed bulletin issued monthly by the State Education Department, Albany, N. Y., provides short summaries of current researches, reviews of timely articles, books and pamphlets for the use of forums, study clubs, program committees, schools and civic agencies. . . . The February issue of *School Life*, official organ of the U. S. Office of Education, tells in text and pictures what the office is, how it works, its functional services, its recent developments and describes "some needed additional services."

Compensation

WOMEN who lose their jobs because they marry or smoke cigarettes may collect unemployment compensation in Pennsylvania, under a ruling announced by Ralph M. Bashore, secretary of labor and industry. . . . Massachusetts also has ruled in favor of brides dismissed from their jobs because of a company policy against the employment of married women, who "meet other requirements of the law."

Amendments—Amendments intended to strengthen existing state unemployment compensation legislation are being considered by a number of the state legislatures now in session. Georgia has amended its law, advancing the date of benefit payments from July to January 1939. New York has broadened its coverage to include the first $3000 of the salaries of workers earning over $3000 a year. In these two states, as well as in Kansas, Kentucky and Massachusetts, various technical difficulties in the legislation have been corrected.

Finances—Reports from unemployment compensation agencies of the twenty-three states now paying benefits show 3,160,573 checks, totaling $32,066,881.76 issued through March 9. Payments include benefits for partial as well as total unemployment, except in the three states—Massachusetts, New York and Pennsylvania—which make no provision for partial unemployment. At the end of February, the twenty-three benefit paying states had a balance of more than $450 million to their credit in the Unemployment Trust Fund in the U. S. Treasury. The total amount on deposit in the trust fund for all states was $741,290,594.33.

Complaints—Delay in mailing out benefit checks and errors in computing the amount of benefits due have been complained of in many states. The Minnesota officials responsible for unemployment compensation administration were summoned to Washington for conference, because, according to the *Minneapolis Journal*, checks due the third week in January had not been sent out by early March. . . . In California, Governor Merriam has announced that he "has called for a thorough investigation of the State Unemployment Reserve Commission's delay in issuing unemployment checks to jobless Californians." . . . The Maryland Unemployment Compensation Board is trying a new procedure, paying two or more weeks' benefits in one check "wherever that is necessary to bring payments up to date." . . . Pointing to the "top-heavy system" rather than "lack of administrative zeal" as the reason for complaints as to delay and inaccuracy in benefit-paying states, the American Association for Social Security urges "the setting up of flat rates for contributions and benefits; the establishment of an integrated plan of protection which will provide adequate security to the unemployed as long as they are in need."

Fraudulent Claims—Criminal action will be started against persons in Connecticut who have applied fraudulently for unemployment benefits, according to Helen Wood, executive director of the Unemployment Compensation Division of the State Labor Department. She states that the division has found more than 100 fraudulent claims out of nearly 100,000 filed by workers. In some cases payment had been made. Refunds of the payments have been demanded. The fraudulent claims were discovered through the protests of former employers of the claimants. . . . In Tennessee three cases are pending based on the collection of insurance checks by persons who had left their jobs to accept other work. Labor Commissioner Albert Gore announces that prosecution of such cases will be pushed, and that, if the practice continues, misdemeanor charges will be changed to charges of taking money under false pretenses.

Interstate Plans—Twenty-eight states, including a majority of the states now paying benefits, have formally accepted the proposal for organization of an interstate benefit payment plan, initiated at the national meeting of the Interstate Conference of Unemployment Compensation Agencies held last October. The committee of the conference, authorized to develop a procedure, rules and regulations which would apply to the payment of benefits to multi-state workers, is meeting in Washington at this writing. Pending inauguration of the committee's plan, the New England states have been operating a tentative interstate benefit payment plan of their own, on a purely regional basis. A certain number of the other benefit paying states have been accepting claims of workers who have benefit rights in other states and forwarding them to the appropriate agencies for payment.

The Public's Health

THAT there is need and occasion, now, for development of a national health program is stressed in the recent report to the President of an interdepartmental technical committee on medical care which offers definite recommendations. Surgeon General Thomas Parran, speaking to Congress apropos of the report, urged provision "at whatever cost" of health services for the poor and underprivileged. The proposed program, as summarized by Dr. Parran, includes four main points:

"For all citizens those community measures of sanitation and disease prevention which are necessary if any of us are to be safe.

"For the underprivileged third of our population such specific measures of prevention and treatment as good maternity care, child health protection, the control of tuberculosis, syphilis, pneumonia, cancer—conditions which are too important

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to the nation as a whole for us to permit continued neglect.

"For areas without them, the physical facilities for good health such as hospitals, sanitoria and health centers without which no national health program can operate effectively.

"For those on relief and dependent upon public funds for the other necessities of life, a minimum standard of general medical, dental, nursing and hospital care."

In referring to specific needs, the report of the Public Health Service committee lists: reduction of mortality rates in maternity cases; reduction of infant mortality; further application of preventative and curative measures in the acute communicable diseases of childhood; more general distribution of modern therapeutic methods; reduction of tuberculosis deathrates; special attention to the need for control of malaria; control of syphilis; a concerted attack on the cardio-vascular-renal diseases, cancer, and diabetes; increased industrial-hygiene activity; consideration of the health problems of the low income and dependent families; national and regional planning in the field of hospital expansion and construction.

The report stated the committee's conviction that "current activities are inadequate to assure the population of the United States such health of body and mind as they can and should have." It recommended that appropriate arrangements be made to spread medical costs, "among groups of people and over periods of time." Both social insurance and general taxation were suggested as means to further this aim.

On the Air—As a special observance of National Child Health Day, May 2, the American Heart Association has arranged an international broadcast to be heard over WEAF at 7:30 P.M. EDS time. The broadcast, said to be the first international hook-up on any health subject, will take the form of a conference on rheumatic heart disease, great menace to child health. Lord Thomas Jeeves Horder will speak from London; Dr. Homer F. Swift of New York and Dr. T. Duckett Jones of Boston will speak from Atlantic City; and Dr. William J. Kerr, president of the American Heart Association, from San Francisco.

For Mental Health—A report reviewing five years of work has been published by the Institute for Psychoanalysis of Chicago, Alfred K. Stern, president. Activities in professional training, research and in cooperation with other professional groups are covered. There is also a critical statistical analysis of therapeutic results during the period. Since the opening of the institute, 122 psychiatrists, students and graduates of medical schools have applied to the institute for training in psychoanalysis, forty-one of whom have received training in the institute. During the five-year period, 745 persons came to the institute for consultation; 595 received some form of therapy or advice. Altogether, 226 analyses of patients were conducted or controlled in the institute, some of which have not been completed. Of the 226 patients, fifty-six paid a dollar or less per session. The highest range of payment was $15 to $25 per session, received from thirteen patients.

News in Brief—A renewed and intensive effort to extend the educational campaign against tuberculosis was launched on April 1 by the National Tuberculosis Association with the aid of schools, health departments, physicians and state and local tuberculosis associations. An important goal is to make tuberculin testing and X-ray chest examinations a standard principle of all school health programs. Hundreds of thousands of special charts and pamphlets containing suggested school projects on tuberculosis study have been distributed. "Tuberculosis undiscovered endangers you," is the watch-cry of the new effort.

National Health and the Medical Profession is the subject of the February 1938 issue of *Plan Age*, produced by the National Economic and Social Planning Association. Comprehensive articles by authorities are brought together in the booklet to make a well-rounded summary of problems in medical economics, as they concern the doctor, the public and the general welfare. Price 20 cents from the association, 1721 Eye Street, N.W. Washington, D.C.

Citizen Service

STRUCK by the general lack of information on the real meanings behind a public welfare budget, a group of Westchester County, N. Y. women, headed by Mrs. Walter West, have set out to study their county's budget. It all began when Mrs. West sat in on a budget hearing and noted only one refrain, "Wonderful job; cut." In other words, the county board of supervisors, full of appreciation but not of comprehension of the work done by the county welfare commissioner, Ruth Taylor, "praised her to the sky, but in plaintive voices," and, in their determination to cut the county welfare budget, saw neither an alternative nor the actualities involved.

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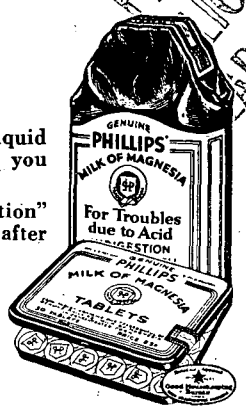

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ACCEPTED AMERICAN MEDICAL ASSN.

After a thorough investigation of the evidence for and against at the close of the last period of acceptance, the Council on Pharmacy and Chemistry of the American Medical Association has again reaccepted (1935)

MERCUROCHROME, H. W. & D.

Literature on Request

HYNSON WESTCOTT & DUNNING, INC.

Baltimore, Md.

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Mrs. West left the hearing with a renewed conviction of the need for informed public opinion, and proceeded to mobilize a group to that end. Her committee members, reports one of them to *Survey Midmonthly,* include more than a dozen representative citizens—educators, representatives of other professions, housewives, a civic official or two, all chosen for "education and intelligence, curiosity, standing (not prominence) in the community, youthfulness and county-wide representation." This group has taken on the tough nut of relief and its administration and is bent on cracking it with understanding. The members hope that their comparative study of how, why, what and how much will start ripples of informed "talk" which may eventually reach out as far as "the overlords of the public welfare," and the "holders of the purse." For, they say, "If these citizens know for what they want their tax money spent, perhaps they can persuade their local or county officials to buy it for the people of the county." (Further information from Amelia Reynolds, committee secretary, 7 Heathcote Road, Scarsdale, N. Y.)

Half a Million—Summarizing community activities during the last fiscal year of 145 locals affiliated with the Association of Junior Leagues of America, the *Junior League Magazine* for April reports more than a half million dollars spent by the leagues in their respective localities. Of the total, nearly $125,000 went for adult health work; nearly $50,000 for work with children and approximately $228,000 for children's health; $35,000 for community planning organizations; $30,000 for leisure time activities; $23,000 to the family field; about $7000 for relief and the balance to minor activities.

Professional

A SUBCOMMITTEE to study private retirement plans for social agencies has been appointed by the division on employment practices of the American Association of Social Workers. Long a subject of interest and study by the division, retirement or group annuity planning, especially for the smaller agency, will be the committee's particular concern. Helen I. Fiske is chairman. Members are Ralph Blanchard, Elinor Blackman, Sybil Foster, Stuart Stimmel and Margaret Wead, all of New York.

Prize Publicity—The Social Work Publicity Council has sent out its annual call for "outstanding items of (written) interpretation" to be considered in its fifteenth yearly citations for exceptional merit in this field. The council urges that undue modesty be discarded in submitting the best examples of such work which an agency or individual has produced. Those who are very prompt in reading the *Survey Midmonthly* for April may still make the deadline, April 15. Material must have "reached the public" between April 1, 1937 and March 31, 1938. Send entries to the council, 130 East 22 Street, New York.

Job Study—The steadily mounting interest of social and health workers in interpretation is recognized in a study which the department of social work interpretation of the Russell Sage Foundation has undertaken at the request of the Social Work Publicity Council. Current positions in interpretation and public relations in social and health agencies, both public and private, will be studied.

The study will attempt to ascertain the number of such positions, their distribution geographically and by fields of work, the responsibilities and duties of workers, and the preparation required and salaries paid.

The first step, a census of positions, already is under way by means of a simple questionnaire distributed through a group of national agencies whose affiliated membership includes 10,000 local organizations. An examination of the findings of this preliminary inquiry will form the second section of the study, to include an intensive analysis of training and experience in relation to salary range, agency program and other factors affecting the status of the individual worker in a particular job.

The study will include an appraisal of community needs for interpretation and public relations services, and an evaluation of available training opportunities. Available courses for training in these fields in the schools of social work and public health and other professional schools will be listed. The study as a whole will continue throughout 1938 but it is hoped that a preliminary report of the census of positions can be presented at the annual business meeting of the Social Work Publicity Council at Seattle in connection with the National Conference of Social Work.

Wisconsin Apprentices—The plan for "public service scholarships," established by the Wisconsin legislature in its last regular session, is being put into effect by the state university and the state director of personnel. Under the plan, the university may make loans not to exceed $400 to selected seniors who agree to spend two years in public service following graduation, the loans to be repaid from salaries earned during that period. The apprentice will not have civil service status. If he wishes to remain in public service, he must take the usual examinations at the end of the two years. It is believed his training period will give him an advantage in the examinations. If he wants to go into other fields without completing his apprenticeship, "he may at any time be released from his obligation upon payment in full of the loan, with interest." The selection of candidates recommended by the university will be made by the director of personnel and the state department concerned. The aim of the plan is to bring highly qualified young men and women into public service. Further, it is believed that the scholars who do not elect to remain permanently in the service "will have through their apprenticeship a sound appreciation of the problems of state service, and will take to their communities a realistic sense of the complications and possibilities of modern government."

Summer Seminars—As a part of its summer program, the New York School of Social Work this year will offer a group of five summer seminars, each running from August 1-12. They will include: public welfare administration, Robert E. Lansdale, leader; labor problems, John A. Fitch; group work, Clara A. Kaiser; social case work, Gordon Hamilton; philosophy of supervision, Fern Lowry. Enrollment will be limited and applications should be in not later than July 15. Dates of the regular summer terms are: June 20 to July 26 and (second term) July 27-August 31. Catalog with full information from the school, 122 East 22 Street, New York.

Summer Tours — The third public housing survey tour will be held under the auspices of the National Public Housing Conference and conducted by Helen Alfred, director of the conference. Sailing from New York June 29, the party will make an intensive study of housing projects in British cities. It is scheduled to land back in New York on August 2. Full information from the conference, 112 East 19 Street, New York.

The Federal Council of Churches has announced plans for two conference tours to foreign countries this summer under auspices of the committee on the church and cooperatives. The first tour, leaving New York early in July, includes Great Britain, France, Sweden and Switzerland. Led by the Rev. James Myers, the party will study cooperatives in action and forces and people working for world peace. A second tour, in August, to Nova Scotia, will be under the auspices of the Cooperative League of the United States together with the St. Francis Xavier University of Nova Scotia.

On Retirement—The Boy Scouts of America recently adopted a retirement plan for some 1500 employes of its national and local councils. The cost of benefits for past service—from the age of forty to February 1, 1938—will be

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borne by the councils, while the cost of benefits based on future service will be defrayed by both councils and employes.

On retirement at sixty-five an employe will receive a life income equal to 1½ percent of his salary as of February 1, 1938, multiplied by years of service from age forty to that date, plus about 1½ percent of his entire salary subsequent to that date.

Memorial Lectures—The Salmon Committee on Psychiatry and Mental Hygiene has announced that Dr. David Kennedy Henderson of the Royal Edinburgh Hospital for Mental Disorders, Scotland, will deliver the Salmon Memorial Lectures for 1938 on April 18, 19 and 20 at the New York Academy of Medicine. He will speak on The Psychopathic States.

Religion and Health—A new committee of the Federal Council of Churches, the committee on religion and health, will have as its secretary the Rev. Seward Hiltner from the Council for the Clinical Training of Theological Students. The committee has been established primarily for the purpose of helping ministers to more effective pastoral contacts with individuals. The chairman is Howard Chandler Robbins of the General Theological Seminary. Cooperation of ministers and religious workers with physicians and psychologists will be emphasized.

Coming Events—The national biennial convention of Young Women's Christian Associations will be held April 22-28 in Columbus, Ohio. . . . The Biennial Convention of the American Nurses' Association, National League of Nursing Education and the National Organization for Public Health Nursing will be held April 25-29 in Kansas City, Mo.; the central theme: The Individual Nurse's Responsibility for Professional Progress. Information from the ANA, 50 West 50 Street, New York. . . . The National Boys and Girls Week Committee has announced that its 1938 observance will be April 30-May 7 inclusive, "to focus the attention of the community upon boys and girls, their problems, activities and training." A manual of suggestions is available on request from the committee, 35 East Wacker Drive, Chicago. . . . With the cooperation of the U.S. Children's Bureau and sponsorship of *Parents' Magazine*, a new "week"—Better Parenthood Week—will be observed May 1-8. The observance is described by its sponsors as "an intensified drive to impress parents forcibly with their duties to their children." . . . The American Society for the Hard of Hearing will hold its national biennial conference May 24-28 in Cleveland, Ohio. . . . The School of Applied Sciences of Western Reserve University, Cleveland, Ohio, will hold its second institute in group work May 31-June 17 at the university. Enrollment will be limited to college graduates who have had at least two years' experience in a group work agency. Information from the registrar of the school. . . . The National Federation of Settlements will hold its twenty-sixth conference June 1-5 at Uniontown, Pa. . . . The annual joint conference of the American Planning and Civic Association, the American Society of Planning Officials and the American City Planning Institute will be held June 20-22 in Minneapolis. Information from Walter Blucher, 850 East 58 Street, Chicago. . . . The sixty-fifth meeting of the National Conference of Social Work will be held June 26-July 2 in Seattle, Washington. [See *Survey Midmonthly*, March 1938, page 90.] . . . The International Federation for Housing and Town Planning will meet August 13-20 in Mexico City. Mexican representative, Carlos Contreras, Ramos Arizpe 1, Mexico, D.F.

People and Things

THE New York Association for Improving the Condition of the Poor (according to its bulletin) has sensed an unmet need of the social worker himself. The bulletin plans "hopefully," it says, to start a new reader service "to supply at moderate cost a selection of the following commodities and services":

- Fingers for putting on points.
- Clocks for viewing with alarm.
- Facilities for wondering. (Available to case work group only.)
- Stuffing for shirts. (Wholesale rate, best quality.)
- Complete pressing, mending and alteration service for alibis.
- Transportation service (local and express) for bucks.
- Gadgets for thinking through.
- Randoms for talking at (free).
- Pigeonhole space for surveys and other material consigned to future consideration.

Honors—The first award of the new William Freeman Snow medal for distinguished service in the field of social hygiene was given to Dr. Edward L. Keyes, urologist, at the recent annual meeting of the American Social Hygiene Association. . . . Waldemar Kaempffert, science editor of the *New York Times*, was given a fellowship by the American Institute for "his scholarly interpretations of scientific advances, his editorial wisdom . . . and for his leadership in enforcing their social responsibilities upon scientists." . . . J. Stewart Baker, elected last June to succeed President Roosevelt when he resigned as president of the Boy Scout Foundation of Greater New York, was honored with a dinner on his recent "accession" to the office. On that occasion, the Silver Beaver Award "for distinguished service to boyhood through Scouting" was given to De Lancey Kountze and William H. Pouch, New York business men, for recent service to the organization. . . . Mary A. Frasca, recently appointed to the New York City Parole Commission by Mayor F. H. La Guardia, was honored with a dinner at the Women's City Club, where the mayor and Commissioner of Correction Austin MacCormick paid tribute to her ability. . . . G. Lyle Belsley, executive director of the Civil Service Assembly of the U.S. and Canada, recently received the 1937 distinguished service award of the U.S. Junior Chamber of Commerce, given annually to the man under thirty-six years old "who has made the most outstanding contribution to this country." . . . The Protestant co-chairmanship of the National Conference of Jews and Christians has been accepted by Arthur H. Compton, 1937 Nobel prize winner and professor of physics at the University of Chicago. The Catholic co-chairman is Carlton J. H. Hayes of Columbia University; the Jewish, Roger W. Straus, New York industrialist.

Medalists—During a recent "sentimental journey" through the scenes of his wartime relief service to Belgium, Herbert Hoover received from King Leopold of the Belgians the Vermeil medal of honor, which is possessed by no other living person except King Leopold. . . . Dr. Béla Schick, discoverer of the Schick test for determining susceptibility to diphtheria and world-famous pediatrician-in-chief of Mount Sinai Hospital, New York, received the Gold Medal of the New York Academy of Medicine on the recent twenty-fifth anniversary of the publication of his work describing the famous test. . . . The American Foundation for the Blind will make its first presentation of the newly established annual gold medal for outstanding service to the blind to William Nelson Cromwell, New York attorney. Mr. Cromwell is a trustee of the foundation and founder and president of the American Braille Press for War and Civilian Blind. . . . Robert Moses, New York's commissioner of parks, received the medal of honor of the Fairmount Park Art Association of Philadelphia for "distinguished and conspicuous achievement in the art of city planning," and was made an honorary perpetual member of the association. . . . The Buchanan Medal of the Royal Society of London, "in recognition of world-wide service in the development of public health," has been given to Dr. Frederick F. Russell, president of the American Society for the Control of Cancer. . . . The crusade against venereal disease conducted by

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Surgeon General Thomas Parran shared with "The Singing Lady" radio hour of Ireene Wicker this year's awards of honor from the *Parent's Magazine,* recognizing outstanding service to children.

Mrs. James Roosevelt, mother of the President, recently received the Albert Einstein Medal for Humanitarianism, "in appreciation of a lifetime of devoted service to every communal cause." The presentation was made at a concert arranged in her honor by a tribute committee of which the Hon. James W. Gerard was chairman.

The Philadelphia Award, established by Edward W. Bok and presented annually to a resident of that city "who, during the preceding calendar year shall have performed or brought to culmination an act or contributed a service calculated to advance the best and largest interests of the community," this year was given to Dr. Alfred N. Richards. He was cited as "one who has made possible more accurate diagnosis and successful treatment of some of the most serious diseases of mankind." The award includes with its scroll and medallion a check for $10,000.

Service Stripes — After forty-five years' service to the hospitals and nursing stations of Labrador, Sir Wilfred T. Grenfell celebrated his recent seventy-third birthday on St. Simon's Island, off the Georgia coast, where his health now demands that he remain. . . . Riis House, New York, this spring has its fiftieth birthday. The celebration will focus on advances in housing. . . . Public Charities Association of Pennsylvania recently celebrated its twenty-fifth anniversary with a dinner. . . . Henry Fleischman, director of the Educational Alliance of New York, who for more than thirty years has given valuable service to New York's "lower East Side," has retired with the title of director emeritus.

New Jobs—The first woman to hold a position as regional counsel for the Public Works Administration is Louise F. McCarthy, for Region I, with offices in New York City. Her district comprises eleven North and Central Atlantic states. She has been on the legal staff of PWA since 1933. . . . John J. Corson, who has been assistant executive director of the Social Security Board since its organization, has been designated acting director of the Bureau of Old Age Insurance, succeeding LeRoy Hodges, who has resigned to become controller for the state of Virginia. . . . Robert C. Weaver, for the past four years adviser on Negro affairs in the Department of the Interior, recently was appointed special assistant to Nathan Straus, administrator of the U.S. Housing Authority. He will serve as adviser on Negro relations in the development of the federal government's new housing program.

Edwin S. Burdell, dean of humanities at Massachusetts Institute of Technology, has been appointed director of Cooper Union, famous New York institution of free adult education and community service, founded in 1859. . . . H. Richard Niebuhr, associate professor at the Yale Divinity School has been named professor of Christian ethics.

Mary Dublin, formerly teacher of economics at Sarah Lawrence College, has been appointed general secretary of the National Consumers League, to succeed Lucy Randolph Mason. [See *Survey Midmonthly,* December 1937, page 392.] Miss Dublin has been active in workers' education, health and welfare fields.

Chest Changes—Bent Taylor, lately with the Welfare Federation of Yonkers, N. Y. and before that with the Welfare Federation of the Oranges, N. J., is now editorial director of Community Chests and Councils, Inc., succeeding Florence Seder (Mrs. Allen T. Burns). Miss Seder, while retiring from the full time job, will continue to edit occasional CCC, Inc. bulletins and do other free lancing.

New executive of the Lansing, Mich., Community Welfare Fund is Joseph D. Gibbon, formerly with the Minneapolis Council of Social Agencies. . . . Clarence H. Dawson, assistant director of the Harrisburg, Pa. Welfare Federation, has been named as director of the newly organized chest in Woonsocket, R. I. . . . J. Theodore Johnson, since last June acting director of the Harrisburg federation, now enjoys the title as well as the duties of director.

Slip—By a slip of its highly vulnerable gray matter—it really knew better—this department gave the Social Security Board credit for having enjoyed the services of Loula Dunn, prior to her appointment as commissioner of the Alabama Department of Public Welfare. [See *Survey Midmonthly,* February 1938, page 57.] Miss Dunn went to Alabama from the Works Progress Administration with which she served as regional director of employment.

M.D.'s and R.N.'s—Dora Barnes, for some years a field representative for Survey Associates, now is supervisor of nurses in the Davidson County Health Department at Nashville, Tenn. For two years Davidson County was a "ranking county" in the American Public Health Association-U.S. Chamber of Commerce contests for excellence of local performance.

Dr. Allen Kane, medical superintendent of the municipal sanatorium at Otisville, N. Y., has been appointed director of the recently created division of tuberculosis in the New York City Department of Hospitals. . . . Leah M. Blaisdell, R.N. has resigned from her position as educational supervisor in public health nursing with the New York State Department of Health to become educational director with the Henry Street Visiting Nurse Service of New York City. . . . A newly-established county Department of Health for the large area of Nassau County, N. Y. will have as commissioner Dr. Earle G. Brown lately health officer of Arlington County, Va. Dr. William H. Runcie from Freeport, N. Y. is first deputy commissioner.

Deaths

KATE HOLLADAY CLAGHORN, suddenly in late March, at her home in Greenwich, Conn. Miss Claghorn had a Bryn Mawr degree, a Ph.D. from Yale and a dozen years of professional research work behind her when, in 1912, she cast her lot with the pioneers in education for social work. In that year she joined the faculty of the New York School of Philanthropy, now the New York School of Social Work, where she remained until her retirement from active teaching in 1932. Her vital philosophy, her vigorous mind and rich personality exerted an incalculable influence on the whole development of social work and of its practice by trained and educated persons. Perhaps her students profited most from her gifts as a human being, but those gifts carried her far beyond her profession and enriched a wide circle of friendships.

PAUL M. PEARSON, first civil governor of the Virgin Islands, whose progressive program of social and economic rehabilitation raised a storm of political dissension. Since his resignation in 1935 public housing has engaged his efforts, as a member of the Public Housing Committee, as assistant director of the PWA housing program and as a member of the staff of the U.S. Housing Authority.

JAMES H. POST, New York philanthropist and civic leader; chairman of the boards of trustees of the Brooklyn Young Women's and Young Men's Christian Associations; a generous supporter of many social, religious and educational institutions.

GEORGE F. PEABODY of New York, philanthropist, patron of the arts and education; chairman of the New York State Reservation Commission which was responsible for the development of Saratoga Springs as a state reservation; associated with President Roosevelt in fostering the Warm Springs Foundation.

MEYER BLOOMFIELD, New York attorney and adviser on labor relations, whose especial interest was given to the vocational guidance field in which he was a recognized expert and writer.

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Readers Write

Unique Anomalous Law

To the Editor: Once more the legislature of the Commonwealth of Kentucky has declined to repeal its unique, anomalous law which permits the payment of pensions to its "pauper idiots." Not only did the legislature refuse to remove this law from its statute books, but it appropriated the sum of $60,000 for each of the next two years for these pensions—this at a time when a program of economy and a meritorious budget, as well as a broad plan for the care and treatment of the state's mentally defective in their institutions, were being proclaimed in resounding terms.

This legislative prodigy has been written into the law of Kentucky for a half century and over, and is apparently without counterpart in any other state of the Union, if not in the world.

Let no one think that it has close relation to any up-to-date theories of pensions, or to any modern conception of preventing the break-up of the family. The statute is based upon no scientific study; no experts in the care and treatment of this class of the population have been called in for consultation; no survey of conditions to justify such provision has ever been attempted. In the allowances granted there has never been any particular investigation with respect to applicants or recipients—nothing that has savored of social case work. The matter is left pretty much to the whim or discretion or at best to the common sense of the county judge, with the money turned over to a "committee" of his designation for the idiot beneficiaries. As can be guessed, the system easily becomes a matter of political patronage—and probably it is this consideration that makes some members of the legislature so averse to interfering. The system never has had an open defender; in point of fact, it is most difficult to drag it out for public discussion.

Incidentally, it may be added that the $60,000 which the state so munificently grants for this purpose would furnish a handsome and tremendously needed sum for work in behalf of the adult blind of the state, including steps for the prevention of blindness—a need which was called to the attention of the state government, but without avail. It was this same legislature that refused to create an agency to give some attention to its blind citizens, though nearly every enlightened state of the Union has a more or less extensive program in this direction. In all such programs the uppermost thought is the initiation of measures to put an end to blindness—an affliction of which Kentucky has altogether too much with too little being done about it.

University of Kentucky Harry Best

Mobile Health Exhibits

To the Editor: It is not that I object to being put in with tax-supported health departments because they are excellent company. But the Wisconsin Anti-Tuberculosis Association is rather proud of its traveling health exhibit which was mentioned on page 21 of your January issue and can't help wishing that, when you mentioned the trailer used for health exhibits in this state, you had "tagged" it as being part of this association's program.

The present trailer is the third large traveling exhibit we have put on the road during the last five years. The first was crated and shipped by truck or train; the second was merely transported in an automobile trailer and set up in vacant stores, schools and meeting halls; the third is an exhibit conceived and built by us in a specially constructed trailer which we designed. It contains its own electric power unit to provide light and to operate the sound motion picture projector.

The Wisconsin State Board of Health does have a trailer unit to take maternal and child health information to expectant mothers in rural districts.

Glenn V. Armstrong

Wisconsin Anti-Tuberculosis Association Milwaukee, Wis.

Confirmation of Faith

To the Editor: I was delighted to read Miss Colcord's ideas on categorical relief in the *Survey Midmonthly* for January. Believing so thoroughly in non-categorical relief because of my own experience, it gave me much pleasure to read that a person who so thoroughly knows the theory back of all social work should advocate it.

I was interested in the comments on the effect upon workers' skills and job alignment. When non-categorical relief first was proposed in the county where I was employed, the workers were quite opposed to it. I think much of the opposition was from fear of losing their jobs. They were afraid they couldn't learn other techniques quickly, and that better trained workers would be brought in to replace them. Now they are proud of their increased knowledge and skill. I was a horrible example of a worker, educated but inexperienced in welfare work, starting as a non-categorical worker. I found it a real pleasure to be able to handle the family relief problems as a whole. It also proved a great time-saver, not only in mileage but in the time which had been required in continually consulting other workers on the family situation as they saw it from their categories.

In the Department of Labor, division of placement and unemployment insurance, I believe there should be employes who have experience in social work. Not a week passes that I can't be of service to some persons because of my social work experience—or get them more quickly to the proper social agency. And there is much more to be said in favor of this subject.

From contacts with the rank and file of social and employment workers, I have seen too often a great lack of mutual understanding. Since employment service is such a fundamental need of relief clients, I think employment practices and theory should be dignified in social agencies and should be given attention equivalent to that given home economics and medicine. One way would be to have an adviser in the state social welfare department whose duty it would be to keep suitable placement on jobs in the foreground of social workers' minds, and to strengthen cooperation with employment agencies, especially the state service.

I have faith that in time government agencies will work together better to help the poor client; but I do get a bit impatient. Katherine Woodruff

Randolph, N. Y.

With Pleasure

To the Editor: As a member of the staff of Travelers Aid I thought social workers might like a few suggestions for vacation spots. I have compiled the following, which I hope you will duly pass on to your readers:

Intake, Montana
Case, Missouri
Work, Kansas
Hard Cash, Mississippi
Relief, North Carolina

Helen Lasker Gilmartin

New York

So He Says

To the Editor: The first thing I turn to when I get my *Survey Midmonthly* is the half page, So They Say. I imagine most people start right there and read every paragraph before going on to the rest. And that does not mean that the rest is not just as good.

I wonder if you have thought of making a pamphlet of So They Say—or a book. I believe it would be a best seller and hereby subscribe to one if and when published.

Kansas City, Mo. Paul S. Bliss

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Book Reviews

Social Security in Practice

THE ADMINISTRATION OF FEDERAL GRANTS TO STATES, by V. O. Key, Jr. Public Administration Service, Chicago. 388 pp. Price $3.75 postpaid of *Survey Midmonthly*.

THIS volume is the first of a series of studies on administration, in which attention will be centered on problems connected with the social security program. It deals with a broader problem than those which are to follow, but it fills a long felt need. "Previous writings," says Joseph P. Harris in his foreword, "have been concerned generally with the broad questions of policy, history, and with financial and legal aspects. The administrative questions have largely been unexplored." In concentrating attention upon these, the present study, financed by the Social Science Research Council and very ably done, will be invaluable to administrators (federal and state alike) to students of intergovernmental relations, to social workers, and to laymen interested in the development of the social security program.

The study begins with an analysis of state plans and budgets, as developed in connection with the various functions for which federal aid has been granted. Then follow discussions of federal inspection and field service, the audit, records and reports, personnel, and so on. Questions considered include: federal and state organization for the administration of such programs; division of costs between the federal government and the states in the administration of federally aided activities; withdrawal of federal cooperation. The role of associations of federal and state officials is discussed. It is shown that conferences held by such groups frequently result in the formulation of important legislative and administrative policies.

In the concluding chapter, the author presents an analysis of the mechanisms of federal control, the relation of the grant-in-aid system to the broad considerations of national policy, and the range of utility of the subsidy plan. This system, he finds, tends to mold existing state activities in keeping with the national interest, and to extend the scope of state administrative service. In general, the states have been strengthened rather than weakened by it and local interest has been preserved. There is little evidence of any attempt on the part of federal authorities to dictate to the states, but the system functions best under fairly definite federal supervision—a factor which has contributed materially to the improvement of personnel standards and of standards in state administration.

The narrow limits of some of the grants raise questions as to their wisdom, but time has tended to broaden the scope of such grants. The system has been most used in connection with "service" functions rather than with regulatory activities. "In all probability, the functions promoted by it would not have been performed on the same scale or with the same degree of effectiveness had the federal aid scheme not been devised." No such summary, however, is adequate; the book itself must be read. One could scarcely expect such a work to be light reading, but it is interesting and well written. It is more than a good book; it is exceptionally good and constitutes a substantial contribution to the literature on intergovernmental relations.

Temple University W. BROOKE GRAVES

Challenge to Clergy

SOCIAL WORK OF THE LONDON CHURCHES, by J. C. Pringle. Oxford University Press. 291 pp. Price $1.75 postpaid of *Survey Midmonthly*.

COUCHED in terms of "good news" this book celebrates a trend resulting from the acceptance in 1934 by the London County Council of a report made to it by one of its committees. This report defines the psychological and spiritual nature of the relation of the relieving officer to his client. It stands for a non-mechanical, personal administration of the poor law. Mr. Pringle's argument is that a departure in poor law practice should serve as a challenge to the clergy, Anglican and Roman, and to the Free Church ministers and Jewish rabbis. They each need to realize anew the "transcendental element" in their parishioners' "daily struggle with pain, fear, humiliation and need." Their role should be that of interpreter as well as of collaborator with poor law officials and with the whole body of voluntary social workers.

The demand made on the clergy is that they take seriously the call to treat their parishioners as unique persons; that they be prepared to meet the cost in expenditure of time and energy of this process of individualization. Church attendance, forms of entertainment, instruction in class and from the pulpit are of secondary importance to the exacting task of seeing the old and the young, the defeated and the elated as several personages.

Mr. Pringle says that the clergy must be prepared to deal with people at "a professional level of proficiency." He does not give indication as to the type of training required nor the content of the desired curriculum. His statement that the Curé d'Ars was "the most effective parochial clergyman of the last two centuries, perhaps of all time" might be taken to imply that his parochial ideal can be realized by the clergy even if they do not have the benefit of a school of social work diploma.

The reader is indebted to Mr. Pringle for his stimulating call to the volunteer, and is grateful for again being brought into company with the "clerk" who, though his "parisshe was wyd and houses fer a-sonder"

". . . . ne lafte nat, for reyn ne thonder,
In siknes nor in mischief, to visyte
The ferreste in his parisshe, muche and lyte."

New York MARY WILLCOX GLENN

Suffrage or Sufferance

THE AMERICAN WOMAN: THE FEMININE SIDE OF A MASCULINE CIVILIZATION, by Ernest R. Groves. Greenberg. 438 pp. Price $3 postpaid of *Survey Midmonthly*.

STARTING from the sound premise that the lives of men and women cannot be separated, the author of this scholarly book traces the emergence of woman against a background of the whole evolution of American life—social, political, educational and industrial. Wholly sympathetic to the advance of woman into all these fields, he insists that her progress has been hindered not by any conspiracy against her, nor, except in rare instances, by masculine opposition, but solely by the mores and systems of thought of society as a whole. Foremost among these he ranks Christianity with its ascetic ideal which saw in woman man's "chief spiritual hazard"; and he is at considerable pains to find excuses for St. Paul's personal contribution to this attitude.

After a brief survey of the cultural background of the American settlers and of the ways in which the mores of Europe were modified in the colonies, Professor Groves deals in separate and carefully documented chapters with the women of the industrial North, the agricultural South and the pioneering West. In New England, textile mills first offered to single women a means of self-support outside the home. If their wages were pitifully small and their hours of work from twelve to fifteen daily, these only paralleled the conditions of women who stayed at home. The wife of the western pioneer, sharing the dangers and hardships of her husband, developed an independence and self-reliance which laid the basis for a more equal relation of the sexes; and it was here that coeducation was first established and that the cause of woman's suffrage won its earliest victories. Turning to the South the author writes at length and with great sympathy of the mistress of the plantation whose life within the home offered her both a career and social prestige; but he dis-

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misses in a paragraph the "multitudes of men and women" whose standards of living were totally different.

Professor Groves points out the influence of the Civil War in opening to women the fields of nursing and medicine. He pays tribute to the woman's club movement and to the Grange—that "first secret order to admit women as well as men"—which gave to rural women an opportunity for self-expression without any sex consciousness and immensely advanced the idea of suffrage in country communities. In the actual winning of suffrage for women he is inclined to discount the part played by aggressive leadership and to see it as an inevitable result of the advance in woman's status along all lines and particularly of her gain in economic independence.

Being a sociologist, Professor Groves everywhere stresses environmental influences to the practical exclusion of psychological ones. His conclusion is that in large measure woman's advance has been the result of economic changes; that the greater part of her progress, especially in the realm of public affairs, came from openings she found in alliance with men; and that her present status of near-equality with men is "highly transitional, experimental and possibly probationary."

MARGARET NORDFELDT, M.D.
New York

Down to Essentials

A PRIMER OF BOOKKEEPING FOR CO-OPERATIVES, by Werner E. Regli, Director of the Accounting Bureau of the Cooperative League of the United States of America. 40 pp. Price 35 cents, from the league, 167 West 12 Street, New York.

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many accompanying charts. The book is divided into four short but comprehensive sections. The first points out the need for a sound economic theory underlying the process of achieving a proper balance sheet and operating statement. The second and third deal with the theory of bookkeeping and its technique and include an actual bookkeeping set-up and an explanation of the procedure to be followed. The fourth defines the terms in general use in the profession and contains suggestions for taking inventory.

The work as a whole emphasizes the difference between the capital set-up of the profit system and that of the cooperative method, and fills a long felt need among cooperatives.

New York HUGO VAN ARX

Pacing Social Change

SOCIAL CHANGE AND SOCIAL PROBLEMS, by James H. S. Bossard. Harpers. 823 pp. Price $3.50 postpaid of *Survey Midmonthly*.

WHOEVER would write about social problems must expect to be out-of-date, for no pen can keep pace with the trend of events in this changing world. Professor Bossard has been attempting this very thing for ten years. His first effort in the social problem field was Problems of Social Well-Being in 1927. That book was revived in 1934 and appeared as Social Change and Social Problems. This volume is the 1937 revision. As in his previous writings, this author sees social problems in terms of well-being in three spheres of equilibrium; economics, health of body and balance of mind. The value of his book is found in the effort of the author to examine unemployment, old age, sickness, mental disease and other problems in terms of the new approaches being made to them. It is a big job to keep posted in all these special fields, but Professor Bossard has gone as far as anyone in producing a comprehensive presentation. An important feature of this book is the final section which deals with changes in the field of social work since 1930 and the new role of government. It is hard to say what is the best book in this field. It is enough to say that this is a good one.

WPA, Washington NELS ANDERSON

Enjoy Your Age

THE MAN TAKES A WIFE, by Ira S. Wile, M.D. Greenberg. 277 pp. Price $2.50 postpaid of *Survey Midmonthly*.

PROBABLY because the domesticated emotions are supposed to be woman's sphere, most books on the sex aspects of family life are addressed to wives and mothers and are devoted in considerable part to their problems. Dr. Wile takes a new slant in focusing this volume on husbands and fathers, their perplexities, and their contributions and drawbacks in relation to the family scene. It goes without saying that these are questions of vital interest to the distaff side, and I do not doubt that the book will have at least as great an interest for the ladies as for their men.

In simple, friendly language, free of medical jargon and preoccupation with the pathological, Dr. Wile discusses men as suitors, husbands, fathers, and as persons who have their own problems of youth, maturity, and old age. If a single slogan could be used to describe his approach, it would be not the sneering "Be your age" but a wise and gentle reminder, "Enjoy your age," to which are added principles which increase the likelihood of doing so. Among these is what is probably one of the most potent tonics the psychiatrist can offer—the assurance that many of the fears, inadequacies, and other problems which harry an individual are not peculiar to him alone but are the lot of the usual run of human beings; the assurance, also, that many of them are not what they seem, and when understood, can be dissipated.

Dr. Wile's professional acumen, human understanding, and gifts as a writer make this a book at once readable, sensible and helpful. MARY ROSS

Run of the Shelves

SEARCHLIGHT, by Augusta C. Fischer. Lowman and Hanford, Seattle, Wash. 233 pp. Price $2.50 postpaid of *Survey Midmonthly*.

THE autobiography of a Seattle woman committed to the Northern State Hospital, State of Washington, for manic-depressive psychosis, following her tragic slaying of her only child while under the spell of delusions. Home influences, accumulating strains, abnormal psychological states, are described with considerable understanding against the background of the author's training as a nurse. Her purpose in recounting so painful an experience is to call attention to further need for preventive clinics, for scientific treatment rather than custodial care in institutions, and for "laws for compulsory reporting of suspected serious mental cases."—A.R.I.

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